

91 01148

12/26/90

**1985
GENERAL
PLAN**

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

SEP 13 1991

UNIVERSITY OF CALIFORNIA

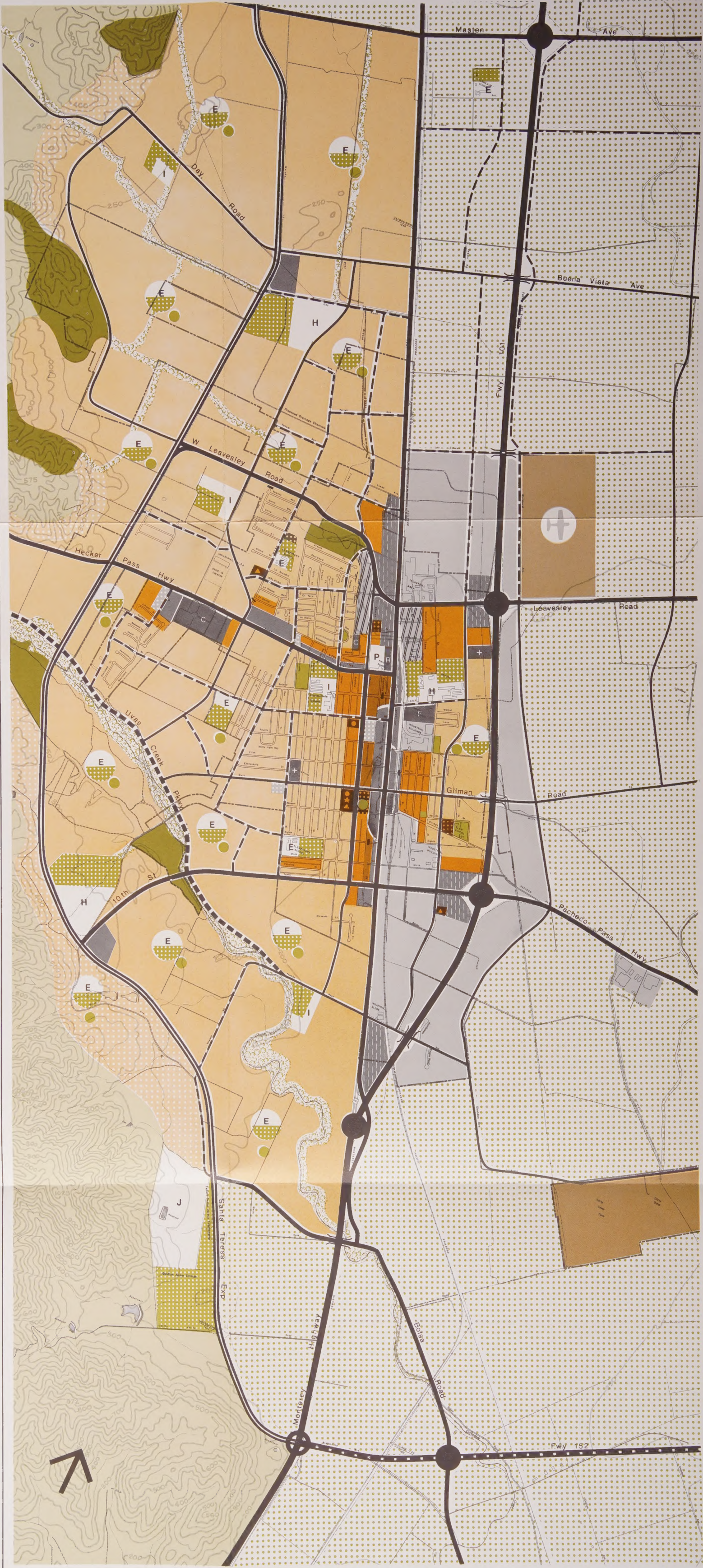
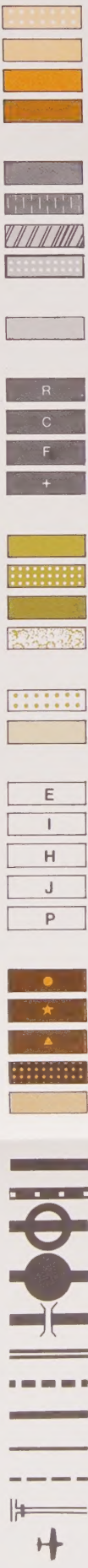
Gilroy, California

1985
GENERAL
PLAN

UNIVERSITY OF CALIFORNIA
SEP 13 1991
INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

Gilroy, California

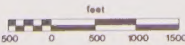
- Residential**
hillside development
low density
medium density
high density
- Commercial**
retail, personal services
highway, auto-oriented services
professional & offices
- Industrial**
manufacture, storage
- Institutional**
religious
cemetery
fraternal
hospital
- Recreational**
neighborhood
school-connected
city-wide
creek-side park, trails
- Unurbanized**
agriculture
undeveloped
- Educational**
elementary
intermediate
high school
junior college
private
- Governmental**
administrative
police
fire
service
utilities
- Circulation**
freeway
scenic freeway
freeway-freeway interchange
freeway-local interchange
overpass
expressway
parkway
major thoroughfares
secondary thoroughfares
collector streets
street closure
airport



Adopted by Gilroy City Council Resolution No. 1266, June 17, 1968
& Gilroy City Planning Commission Resolution No. 397, May 17, 1968

The preparation of this map was financed in part through an urban planning grant from the Department of Housing and Urban Development under the provisions of Section 701 of the Housing Act of 1954, as amended

August, 1968





91 01148

1985 GENERAL PLAN

Prepared for the
City of Gilroy,
California by

Duncan & Jones

August, 1968

Adopted by Gilroy City Council
Resolution No. 1266, June 17, 1968
& Gilroy City Planning Commission
Resolution No. 397, May 17, 1968

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

SEP 13 1991

UNIVERSITY OF CALIFORNIA

◀ Gilroy, 1885

CONTENTS

I	INTRODUCTION	1
II	THE REGIONAL AND HISTORICAL BACKGROUND OF GILROY	5
III	FORECASTS AND ASSUMPTIONS, GOALS AND OBJECTIVES	9
	A Forecasts and Assumptions	9
	B Goals and Objectives for the next 20 years	12
IV	CONCEPTS, FEATURES AND POLICIES OF THE GENERAL PLAN	15
	A Summary of Overall Provisions	15
	B Transportation, Traffic and Pedestrian Circulation	21
	C Residential and Housing	24
	D Commercial	29
	E Downtown	34
	F Industrial	43
	G Parks, Recreation and Open Spaces	46
	H Public and Community Facilities	48
	I Civic Beauty and Community Appearance	51
	J Agriculture	53
	K Urban Expansion and Annexation Policies	54
	L Schematic Neighborhood Plans	56
V	IMPLEMENTING THE PLAN AND GUIDING THE PLANNING & DEVELOPMENT PROCESS	65
	A Land Subdivision and Lot Split Ordinances	65
	B Planned Unit Development Zoning & Procedures	65
	C The Zoning Ordinance, and Sign Regulations	66
	D Design Review Procedure	66
	E Capital Improvement Programming	67
	F Major Street Plan Lines	67
	G Housing Programs	67
	H Department of Planning & Community Development	68
	I City Beautification Programs	68
	J Public Education	69
	K Urban Data Systems	69
	L Redevelopment - Public Agency	69
	M Redevelopment - Private Development Corporation	70
	N Amortization of Non-Conforming Uses	70
	O Consolidation of Municipalities	70
	P Agricultural Preserves	71
	Q Purchase of Development Rights for Open Space Preservation	71
	R Pedestrian Mall Act	72
	S Specific Plans	72
	T Awards of Merit	72
	U Potentially Useful Federal and State Financial Resources	72
	V Regional Planning and a Limited-Function Regional Government	73

APPENDICES

A	CROSS SECTIONS & CHARACTERISTICS OF STREETS	75
B	RELATIONSHIP OF LAND USE AND ZONING: Allocation of Land to Major Land Uses in the General Plan	83
C	COMPARISON OF GROSS RETAIL SALES BETWEEN THE CENTRAL BUSINESS DISTRICT AND THE REMAINDER OF GILROY	89
D	DEFINITIONS OF COMMERCIAL CENTERS	93
E	ASSUMED DISTRIBUTION OF RETAIL SALES AND SPACE SUPPORTABLE BY LOCAL PURCHASES OF 1,000 PERSONS, City of Gilroy	95
F	STANDARDS FOR NEIGHBORHOOD PARKS, RECREATION, AND OPEN SPACE FACILITIES	97
G	POPULATION AND ENROLLMENT PROJECTIONS - Gilroy Unified School District	99
H	CIVIC CENTER SPACE REQUIREMENTS	103

ILLUSTRATIONS

<i>Gilroy General Plan</i>	Inside Front Cover
<i>Gilroy, 1885</i>	Frontispiece
<i>The Planning Area</i>	10
<i>Plan for Urban Growth in the South County</i>	14
<i>Schematic Plan for Downtown</i>	38-39
<i>Typical Street Sections</i>	77, 79
<i>Innovations in Street Design</i>	81
<i>Design Guidelines</i>	82

MEMBERS OF THE CITIZENS ADVISORY COMMITTEE FOR THE
GENERAL PLAN PROGRAM

Chairman of the Committee: *Dr. H. B. Long*

AGRICULTURE

Miss Kathleen Holzhauer
Mr. James Jones
Mrs. Dorothy Massengale
Mr. Alvin Noll
Mr. Jeff Parrish
Mr. Herb Vail

COMMUNITY APPEARANCE

Mr. Pat Crowley
Mrs. Chester Eckard
Mrs. John Hughan
Mrs. Roselin Madruga
Mr. Warren McCord
Mrs. Mineko Sakai

RESIDENTIAL DEVELOPMENT AND HOUSING

Mr. Fred Batrez
Mrs. Dorothy Baumgartner
Mr. Theodore R. Chavez
Mr. Ed Peterman
Mrs. Don Malinoff

SCHOOLS, RECREATION AND OPEN SPACE

Mr. Edmond B. Bullard
Mr. H. F. Carter
Mr. Sylvain LeDeit
Mr. H. B. Long
Mrs. Reeve Watson
Mrs. Vance Baldwin

TRAFFICWAYS AND TRANSPORTATION

Mr. Frank Penninger
Mr. Ronald M. Shields
Mr. Richard Shutler
Mr. Walton Wiggins
Mr. Eugene Ward

COMMERCIAL AND INDUSTRIAL

Mr. C. E. Beresini
Mr. Midge Chiesa
Mr. J. B. Howard
Mrs. Geraldine Jeske
Mr. Chas D. Richardson, Jr.
Mr. Howard Smith
Mrs. Eugene Tyler

COMMUNITY, CULTURE AND
GOVERNMENTAL FACILITIES

Mrs. Virginia Baxter
Dr. James V. Cecilian
Mrs. Dennis DeBell
Mrs. Charles D. Fry
Mrs. Sophie Gluhaich
Mr. John Hughan

DOWNTOWN BUSINESS DISTRICT

Mr. Pat Crowley
Mr. Bernard Habing
Mrs. John Gambetta
Mr. George Porcella
Mrs. Gertrude Reese
Mr. Bill Shurtz
Mrs. Susan Brunetti
Mr. Gary Hudson
Mr. Art Hundsdorfer
Mr. Calvin Ashford
Mr. Vernon Gillott
Mr. Bob Weske
Mr. James Sacco

URBAN EXPANSION

Mr. Russell Eastburn
Mrs. Richard Gomer
Mr. Herb Schirle
Mr. Ron Shields
Mrs. Virginia Cox Spencer
Mr. Merle Wolfe

GILROY CITY COUNCIL

Norman B. Goodrich, Mayor

John E. Allemand

George T. Duffin

Mark E. Kennedy Jr.

Charles F. Quartiroli

Anthony C. Silva

Everett C. Wentworth

GILROY CITY PLANNING COMMISSION

Dale Stephenson, Chairman

Dale Connell, Vice Chairman

William K. Henry, Secretary

Marvin Brodersen

Robert P. Chappel (From December, 1967)

William Childers

Ben Gutierrez (Chairman to December, 1967)

Ronald E. Malinoff

E. D. Martin

GILROY CITY STAFF

Fred O. Wood, City Administrator

Cecil A. Reinsch, Assistant City Administrator

William K. Henry, Director of Public Works

William E. Ayer, Director of Parks and Recreation

Susanne E. Steinmetz, City Clerk

Bruce M. Jacobs, City Attorney

DUNCAN & JONES

Urban Planning and Design Consultants

Berkeley, California

Douglas H. S. Duncan, AIP

Warren W. Jones, AIP


Joseph B. Barnwell, Associate AIP

Paul Timberman

Kay Wells

Constance Coca

The print of Gilroy in 1885 is reproduced by kind permission of Mr. George R. Kane, publisher of the Gilroy Evening Dispatch



Digitized by the Internet Archive
in 2024 with funding from
State of California and California State Library

<https://archive.org/details/C124904766>

I INTRODUCTION

This report on the General Plan for the Gilroy Planning Area provides under a single cover a summary of the results of a one year effort by Duncan & Jones, Urban Planning and Design Consultants to the City of Gilroy, in cooperation with the Citizens Advisory Committee for the 701 program. The report contains only a small portion of the data, the research findings and study contents developed by the Consultants since the summer of 1967; the main body of background information studies and research can be found in the following working documents that have been prepared by Duncan & Jones during the course of the program:

Signs in Gilroy - Recommendations on their Placement, Size and Design, August 1, 1967

Information Sheet No. 1: Purpose, Organization of the Citizens Advisory Committee for the Gilroy "701" Urban Planning Program, August 15, 1967

Information Sheet No. 2: Sub-Committee on Community Appearance, September 6, 1967

Recommended Amendments to Zoning Ordinance - Off-Street Parking, September 20, 1967

Information Sheet No. 3: Sub-Committee on the Central Business District, October 11, 1967

Information Sheet No. 4: Sub-Committee on Community, Cultural and Governmental Facilities, October 11, 1967

Information Sheet No. 5: Suggested Responsibilities of the Sub-Committees, November 15, 1967

Issues, Goals and Alternative Policies (Preliminary Draft), November 15, 1967

Prologue for Action - A Preliminary Statement of Issues and Objectives for the Planning and Development of the City of Gilroy, November, 1967

Basic Data for Gilroy - An Assemblage and Analysis of Data on the Physical Economic and Population Characteristics of the Gilroy Planning Area, November, 1967

The Preliminary General Plan for Gilroy - Summary of Major Recommendations, January 31, 1968

Proposed Park, Recreation and Open Space Policies, February 13, 1968

Objectives and Policies for the Central Area of Gilroy - A Preliminary Report, February 23, 1968

Preliminary General Plan, Gilroy, California, April 1968

Recommendations to the Planning Commission on Ordinances, Policies and Administrative Actions, untitled memorandum, June 4, 1968

Copies of these reports are available for reference in the City Hall. A large scale map of the General Plan in color together with supporting graphic displays used in design studies and public meetings is also available for reference in the City Hall. A smaller-scale version of the General Plan Map has been prepared in color and is attached inside the front cover of this report, so that the reader may have the fullest understanding of the Plan's recommendations.

Numerous maps and graphic displays were prepared by the Consultants during the course of the program, and some of these have been adapted for presentation in this report. The originals of these and other unreproduced graphic material are on file at the City Hall. They include maps illustrating the patterns of land use existing in the Gilroy area in 1961 and 1967, the zoning district pattern both within the city and in the surrounding unincorporated areas in 1967-68, the existing characteristics of the circulation system and the planned additions to the system already approved, and the components of existing community facilities in the area, all of which, together with the General Plan map, were presented on a newly-prepared base map of the area at a scale of 1 inch to 500 feet. Additional graphic material was prepared to assist the City Council, Planning Commission and Citizens Advisory Committee in their consideration of alternative planning objectives and proposals, two alternative Preliminary Plan Concepts were prepared for the Planning Area as a whole, while five alternative schemes for the downtown area were drawn, together with supporting material illustrating such issues as alternative cross-town circulation routes and the options available for re-designing Monterey Street right-of-way. Schematic plans were also prepared in graphic form to illustrate recommended approaches for implementing the General Plan within specific neighborhood areas, including the downtown area, East and West Gilroy, the Welburn-Wren, Westwood, Miller-Sixth Street, and Gavilan College neighborhoods. Other diagrams were prepared illustrating planning principles and design guidelines relating to development abutting major thoroughfares and circulation systems within neighborhoods. Generalized background information on the South County area was also mapped and presented in overlay form, illustrating natural and man-made factors, soil characteristics, circulation patterns, as well as the plan for urban growth in the South County, outlined as the "urban envelope" in the General Plan, which relates to the Gilroy and San Martin Planning Areas as a whole. This map is shown on page 14 of this report.

The Consultants have worked closely with the members of the City Council, the Planning Commission, and the Citizens Advisory Committee to produce a plan which reflects the City's goals and objectives and which defines the best means of achieving them. The names of the members of all three bodies are listed at the front of this report, and they are to be congratulated for the time and energy they have devoted to discussion and study of the planning problems and needs of Gilroy and its surrounding area. A total of six meetings were held at joint study sessions of the Council, Planning Commission, and Citizens Advisory Committee, and on several other occasions the Consultants met with sub-committees of the Citizens Advisory Committee either on an individual basis or with the Committee as a whole.

The Preliminary General Plan was reviewed by both the Planning Commission and the City Council. The Consultants met with each body for intensive study of the map, report text and the underlying principles and objectives of the Plan. The Planning Commission held a Public Hearing on the Plan on May 16, 1968, and at the continued meeting of May 17, 1968, they unanimously approved the Plan with four modifications. One month later, on June 17, 1968, the City Council held a Public Hearing on the Plan, and unanimously approved and adopted the Plan with one additional change. This report incorporates all the modifications and changes stipulated by the Planning Commission and City Council.

Adoption of the Plan is not the end of the planning process, but only the beginning. Plans are not self-fulfilling prophecies of the future. Continued study, effort, support and the commitment of public and private funds will be required to implement the provisions and policies contained in the Plan. Chapter VI of this report contains recommendations for implementing the Plan and guiding the development process, and these, if pursued, can constitute an effective program for bringing the policies and proposals of the Plan to fruition.

It should be recognized that no completely effective means of illustrating the full intent and direction of a plan such as the Gilroy General Plan has yet been devised to conform to the constraints of cost, time, need for flexibility and capability for revision, and the all-important requirement that it clearly communicate its content to the general public. It is not possible, for instance, to reflect the quality and character desired in a particular land use category in a specific location except in very general terms. It is also undesirable to attempt to illustrate every small existing exception from the land use category proposed for a sub-area of the city - if this was tried, there would be very little difference between the map of the Plan and the existing Land Use map.

Therefore, the General Plan map indicates the predominant use of land recommended in each area, and does not preclude relatively small deviations from the overall pattern. It does not reflect every church, institutional, commercial or multi-family residential use that may exist, nor should it be interpreted as recommending or requiring their removal.

It is also important to recognize that the General Plan as adopted is not intended to be interpreted as a precise map to which the City must inevitably

adhere in its decisions on future development issues, and its provisions do not have the force of law. The General Plan does not automatically change the classification or the permitted use of the land, and this function will continue to be served by the Zoning Ordinance and Zoning District map. Instead, the General Plan serves as a pattern and guide for the future orderly physical growth and development of the City and as a forecast of reasonable and desirable use of public and private property. It serves as the basis upon which the Zoning Ordinance, and other regulatory devices, can gradually be revised and adjusted to reflect unified and coherent development policies. The General Plan is a frame of reference against which proposals brought forward by private developers may be tested; it provides a guide for orderly public regulation of land use; it provides a basis for long-range programs governing public capital expenditures. It should be reviewed each year and revised as needed in order to reflect changing conditions which were not adequately recognized at the time of initial preparation.

However, the value and success of municipal planning must rely heavily on the General Plan. In most respects the Planning Commission, City Council and the people must accept it as an essentially good and proper basis for public and private actions. It follows that the Plan must be interpreted to mean what it says. It is general, but not too general; flexible, but not too flexible. While it focuses on the long-range future, 15-25 years hence, there are many features of the Plan which call for immediate action, or for the first decisive steps to be taken in the continuing process of policy-making committing the city to additional actions which will implement the General Plan.

During the course of preparing the General Plan, continuing coordination has been maintained with the agencies listed below. Accordingly, the Consultants are satisfied that there is general understanding and awareness of the proposals and provisions of the Plan among the staff personnel of the listed agencies.

Planning Department, Association of Bay Area Governments (ABAG)

Planning Department, Santa Clara County

Public Works Department, Santa Clara County

President's Office, Gavilan College

Superintendent's Office, Gilroy Unified School District

Traffic Planning Section, District IV, State Division of Highways

City Manager, City of Morgan Hill

The geographic area considered in this plan covers approximately 60 square miles of generally flat, level land, extending from Maple Avenue, north of Llagas Creek, on the north to the South County line, between the foothills on the east and west sides of Santa Clara Valley. Topographically, the planning area is a broad, gently sloping valley flanked by the foothills of the Santa Cruz and Diablo ranges. It is drained by the Llagas and Uvas Creeks, which flow southward to the Pajaro River. The livestock, grain, orchards and vegetable crops that launched Gilroy as a farm service community still remain the dominant sector in the economy of the Valley.

Gilroy became an incorporated city in 1868. By 1870 it had a population of 1,625. The city grew slowly, taking 60 years to double in size. Since 1950 it has exhibited a much more rapid growth, increasing its population size by 50 percent between 1950 and 1960, from 4,951 to 7,348 persons, while the overall new population added to the city since 1950 has exceeded the total 1950 population. The population of the city was 10,253 at the special census conducted in April 1966, and was estimated to be about 10,600 in 1967. The population of the entire 60 square mile Planning Area was about 18,000 in 1966, and is expected to approach 70,000 by 1985.

As the largest city between San Jose and Salinas, and situated about 20 miles from each of these centers at the crossroads of State Highway 152 and U.S. Highway 101, Gilroy occupies a preeminent position in the South County. So far, population pressures on the County have largely been absorbed by San Jose and communities in the northern part of Santa Clara County. As the San Jose area becomes more heavily urbanized, it is forecast that pressures will increase on the South County and Gilroy to house people seeking the economic and environmental advantages of suburban living. The completion of freeway Route U.S. 101 between Gilroy and San Jose in the early 1970's will facilitate easy commuting to the employment centers in the north County metropolitan area. This improvement in Gilroy's accessibility, and decrease in travel time to the larger economic activity centers cannot help but attract new residents to the South County area in general and Gilroy in particular.

Though predicted to develop more slowly, the industrial growth of Gilroy will attract increasing numbers of people. At present, industry in Gilroy is related mainly to agriculture, but in the future Gilroy's abundance of relatively low cost land, its proximity to transportation facilities, and the availability of water and sewer services will be important factors making Gilroy an attractive location for a broader range of industrial activities.

To the passing motorist whose knowledge of Gilroy is limited to a cursory impression of Monterey Street, the city presents the typically unattractive appearance of many small towns which have grown up around a major highway

route, where the main street struggles to function both as an artery for through-traffic and as the commercial center for the community. In Gilroy, as in many other similar situations, neither function has been adequately or satisfactorily served, and as population pressures and vehicular traffic have increased, the conflicting requirements have become more pronounced. However, within the next five years, the construction of U.S. freeway 101 bypassing Gilroy on the east will remove the bulk of through-traffic from Monterey Street, including most of the truck traffic which is the source of the most obvious nuisances of noise, fumes, vibration and dust.

The mature residential areas to the west provide a strong contrast to the generally uninviting character of Monterey Street. The quiet residential atmosphere, the broad tree-lined streets, and the handsome and dignified homes are typical of many of Gilroy's older residential blocks. However, scattered throughout these sections of the city along the alleys which run through the center of these blocks, converted garages and small, often poorly constructed or dilapidated out-buildings house the poorer population. This condition is to a large extent the product of the agricultural background in which Gilroy developed. The earlier dependence upon a transient labor force, whose earnings and expectations tended to be modest, created the impetus for the proliferation of this type of housing. Although these sub-standard units are not concentrated in a single location, they present a physical, social and economic problem which the citizens of Gilroy should attempt to remedy.

The governmental context within which Gilroy's past, present and future development must be viewed is not yet firmly determined and is still in the process of evolution. South of San Jose, the only other municipality has been Morgan Hill, and with the relatively recent institution of the Local Agency Formation Commission (LAFCO), the tendency has been to discourage or even to deny the creation of new jurisdictional entities. The interjurisdictional annexation battles which flared up throughout California between 1950 and 1960, were very apparent in the North County, where the nuclei of urban growth were not widely spaced and where the rate of population increase was extremely rapid. The negative and disruptive aspects of this type of competition contributed to the development of LAFCO's and to boundary agreements between adjoining jurisdictions. The proposed jurisdictional boundary that Gilroy and Morgan Hill would each observe in their future expansion is illustrated in the map on P. 10. Although the agreement between Gilroy and Morgan Hill is still under discussion, it appears that Gilroy can retain effective jurisdiction over most of the valley floor south of the unincorporated community of San Martin. San Martin may remain unincorporated territory separating Gilroy from Morgan Hill, or the two cities may eventually share a common boundary somewhere in the vicinity of San Martin. Another, more remote possibility

would be the ultimate consolidation of the two cities and the entire South County area into a single municipal jurisdiction, following the pattern of the City of Fremont in Alameda County.

The recent action by the County Board of Supervisors in which they declared their refusal to consider any development requests until the local jurisdiction, from whom urban services would be demanded, had given its approval, provides a strong tool for maintaining a coherent pattern of development in the South County. If previous trends, the results of which are apparent in the North County, continue, the remaining undeveloped areas separating Morgan Hill from San Martin, and San Martin from Gilroy, could be vitiated by scattered, marginal urban development, especially roadside commercial activities, which neither assist in creating an attractive or unified urban community or permit the continuation of agricultural production.

The first efforts to prepare guidelines for the future development of Gilroy and its surrounding area took place more than ten years ago, when the Santa Clara County Planning Department published a preliminary general plan report, titled "Roadside Towns become a Greenbelt City" (August, 1957). Subsequently, other studies were conducted and reports issued, including "A General Plan for South Santa Clara County - from roadside towns to a greenbelt city", and "South Santa Clara County - a Physical and Economic Survey". In September of 1958, the County Planning Department published a general plan specifically for Gilroy, "Gilroy - a roadside town plans for growth". The rather generalized land use pattern proposed in this report was later redrawn in a more specific fashion at a larger scale, to reflect a number of development decisions which occurred subsequent to September 1958, including the alignment of the proposed U.S. 101 freeway by-pass. This map, unaccompanied by any additional text, was adopted by the Planning Commission and City Council of Gilroy in the fall of 1962. The rapid pace of development, changing requirements and policies, and the need for greater detail in planning recommendations have combined to make a comprehensive review of the city's long-range plan a necessity. This report describes the adopted General Plan which evolved over the last twelve months from the studies conducted by the planning consultants and their discussion with many citizens and officials of the City of Gilroy.

Several other reports were of value during the General Plan program. Many of these were general reports concerned with Santa Clara County as a whole, rather than the Gilroy area specifically. These included the three-part study of "Commercial Land Needs" (November 1964) and the two-part study of "Industrial Land Needs" (June 1965) prepared and published by the County Planning Department, as well as the reports titled "A General Plan for Santa Clara County" (May 1960), "Facts and Forecasts" (October 1960), "A Plan for Parks, Recreation and Open Space" (Revised February 1962), "Land Use Issues" (December 1963), and "Skyline Parkway" (October 1966), all prepared by the same department. The County Planning Department's statistical and data tabulations, published in the "Info" series or as preliminary releases or printouts reporting the results of the April 1, 1966 Special Census and the 1965 and 1967 Land Use Surveys were of inestimable value.

The interim study report "Government Influence on Growth" (April 1967), prepared for the County Comprehensive Transportation and Land Planning Study, and the County Department of Public Works "General Aviation Plan" (June 1966) were also valuable references. Finally, the two reports on South Santa Clara County prepared for the County Board of Supervisors by Arthur D. Little, Inc., "Potential Urban Growth" (June 1964) and "Sewerage for Urban Growth" (November 1964) provided useful background data.

III FORECASTS AND ASSUMPTIONS, GOALS AND OBJECTIVES

A Prognosis and Program for the Future

The forecasts which have been utilized in the preparation of the General Plan reflect trends which are expected to have effect within the boundaries of the planning area. Forecasts are quantified estimates of the changes expected to occur in the larger region of which the planning area is part, which are broken down by geographic areas to indicate the probable pattern of distribution these changes will exhibit. Assumptions can be described as a set of suppositions regarding the future, expressed in terms of the apparently most probable effects of existing and continuing natural considerations, and of public and private actions that have already been set in motion or that can be expected to appear within the time scale of the Plan. Together the forecasts and assumptions constitute a quantitative and qualitative framework of anticipated events that will affect the community, and for which the Plan is intended to provide a program that can guide growth and change in a coherent and purposeful fashion.

Goals and objectives are statements of intent, representing the community's agreement on the future condition or direction the city should seek to achieve. To be realistic, goals and objectives should have a good expectation of achievement, and for this reason should be set only after a sound appraisal of present and expected future conditions. Goals and objectives, if supported by adequate policies and action programs, may modify the future outcome, and require the revision of prior forecasts or assumptions. The goals that have been selected in this General Plan are all well within the capability of Gilroy to achieve if there is a determination and a continuing commitment to do so.

A. Forecasts and Assumptions

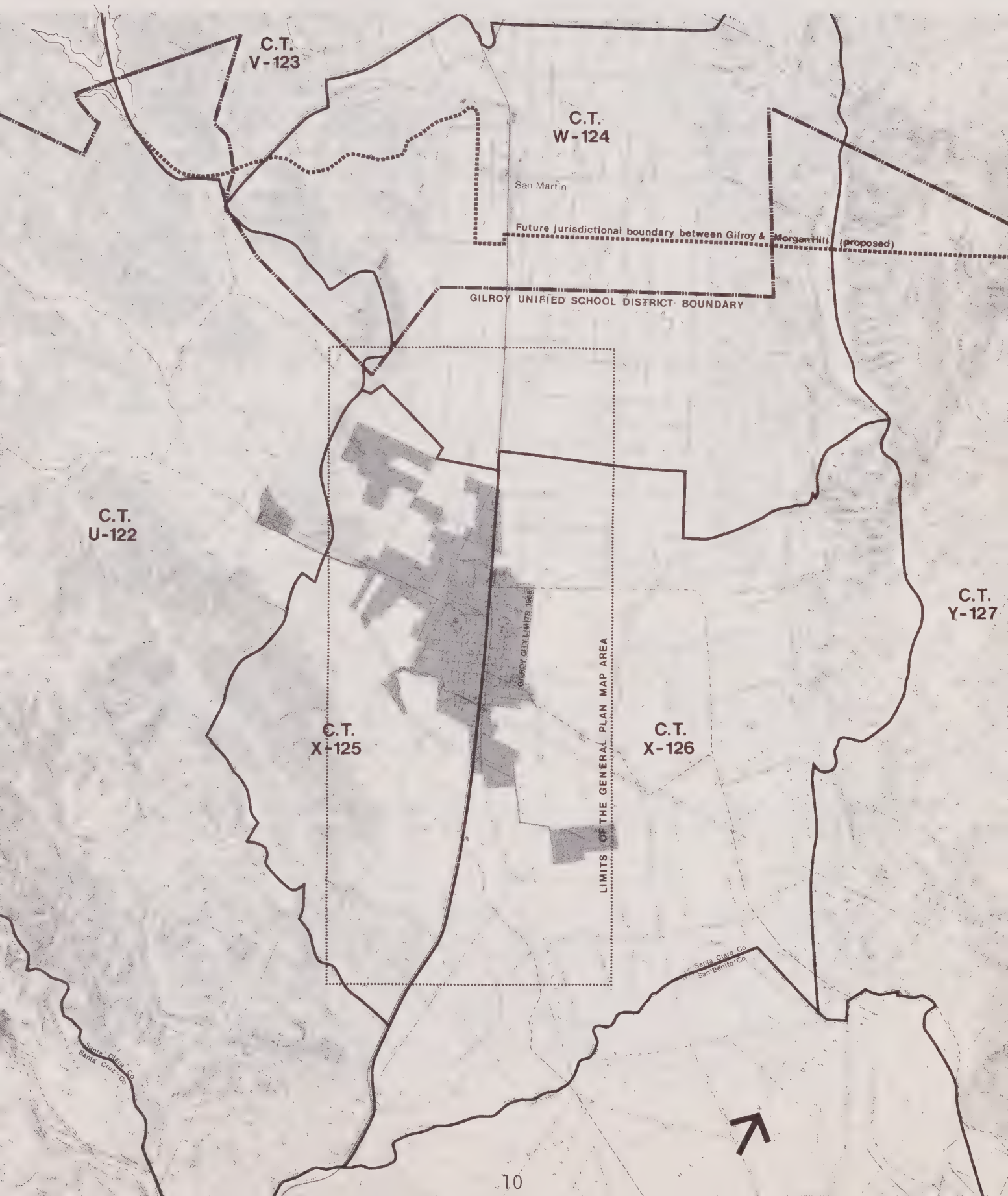
1. Santa Clara County will continue to increase in population at a vigorous rate, reaching a population in excess of one and a half million by 1985. Accompanying this population growth there will be an increase in employment and economic activity, and an expansion of industry and urbanization into South County.
2. Urbanization of Santa Clara County will spread southerly and will influence urban development within the Gilroy Planning Area.*

* The area described as the Gilroy Planning Area in this report extends from Maple Avenue, north of Llagas Creek on the north, to the South County line, and between the foothills on the east and west sides of Santa Clara Valley. This area encompasses all of Census Tracts W-124, X-125 and X-126, and portions of Tracts U-122 and Y-127, corresponding to the areas commonly referred to in the County Planning Department's publications respectively as the "San Martin" and "Gilroy" Planning Areas, as well as portions of the "Coyote" and "Llagas-Uvas" Planning Areas. The map on page 10 illustrates the boundaries of these areas.

GILROY PLANNING AREA

1985 General Plan

Gilroy, California



By 1985 the Gilroy Planning Area will contain a population of approximately 67,000 people. The projected population within the possible future jurisdictional area of the City of Gilroy* is estimated to be approximately 56,000 to 58,000 people within 20 years.

3. Gilroy's industry will gradually become more diversified and proportionally less oriented to agriculture. This will occur both as a response to continuing urbanization of the South County, and as an economic necessity to support a population of the size forecast.
4. Industrialization in Gilroy will create new jobs and stimulate new economic activity in and around Gilroy, thereby improving the City's potential for a balanced economic base and some measure of independence from northern Santa Clara County.
5. Southern Santa Clara County is now and increasingly will become an attractive setting for the kind of living no longer possible in the North County due to intense urban development, traffic congestion, and relatively greater distances from outdoor recreational resources.
6. Increasing pressures to sell farm lands for subdivision purposes will tend to encourage leap-frog development and urban sprawl; will discourage the permanence of close-in, nearby natural open spaces; and will tend to destroy the quality of environment and physical independence that presently distinguishes Gilroy as one of the handful of unique satellite cities, rather than bedroom suburbs, in the Bay Area. Strong policies and great attention will be required if the assets of Gilroy's environment are to be conserved and enhanced.
7. Proposals for urban development will tend to follow the county-wide pattern of low density, land-extensive subdivision and associated uses, and normally be concentrated in the areas west of Monterey Street on flat lands or in the low foothills.

* The future jurisdictional area of the City of Gilroy, as defined by the tentative boundary agreement between the cities of Gilroy and Morgan Hill, is delineated in the map on page 10. The line of demarcation east of Highway 101 extends midway between San Martin and Church Avenue to the Stanislaus County line. To the west of Highway 101, the future boundary extends along Highland Avenue and north along Harding Avenue and thence along the watershed boundary to the Uvas dam. It has been assumed for the purposes of developing population projections that the future jurisdictional area of the City of Gilroy will be closely comparable to the Gilroy Unified School District (See Appendix G), the boundaries of which are also shown in the map mentioned above.

8. Construction of U.S. 101 by-pass will be started near Thomas Road in about 1970 and will proceed northward, thereby relieving Monterey Street of most of its through-traffic.
9. Sections of the Santa Teresa Expressway will be built as needed, and the entire Expressway from California Avenue in San Martin to south of Gavilan College will be operational before 1985, and perhaps as early as 1975.
10. After 1985 State Highway 152 may be constructed to freeway standards as a grade-separated, limited-access facility from Hecker Pass to the Santa Teresa Expressway if the traffic volumes justify the cost of construction. The eastern leg of Highway 152, from the U.S. 101 freeway by-pass to Pacheco Pass will be built to State freeway standards by 1985. (No official determination of the alignment by the State Division of Highways, Santa Clara County, or by the City of Gilroy has yet been made.)
11. Construction of the Morgan Hill-Gilroy trunk sewer will begin in 1968. This sewer will extend along the west side of Monterey Highway from Morgan Hill to Ronan Avenue in Gilroy, where it will tie into an existing sewer line leading to the sewer plant south of the city. This facility will make it possible to open up urban development anywhere along its route between Morgan Hill and Gilroy.
12. Using its present strong financial position and the resources available to it, the City of Gilroy will be able through sound financing to provide the necessary municipal services needed to meet the growth challenge.
13. Using private and governmental resources, the City will be able to bring about the elimination of most of the deteriorated and sub-standard housing conditions now existing within the city, if it determines to adopt the necessary policies to do so.
14. Drawing on private and governmental resources, the city will be able, if it so chooses, to rebuild the central business district into a more efficient, prosperous and attractive commercial, office and business center, and to strengthen the area's role by developing new community facilities and City offices adjacent to Wheeler Auditorium.

B. Goals and Objectives for the next 20 years

1. Through planning and land development policies, to provide for the orderly and contained development of an urban area of 56,000 - 58,000 people, defined and separated from adjoining, expanding urban areas by broad expanses of open land free from development pressures.
2. To provide the potential for a means of livelihood within the Planning Area for all who desire to work there.

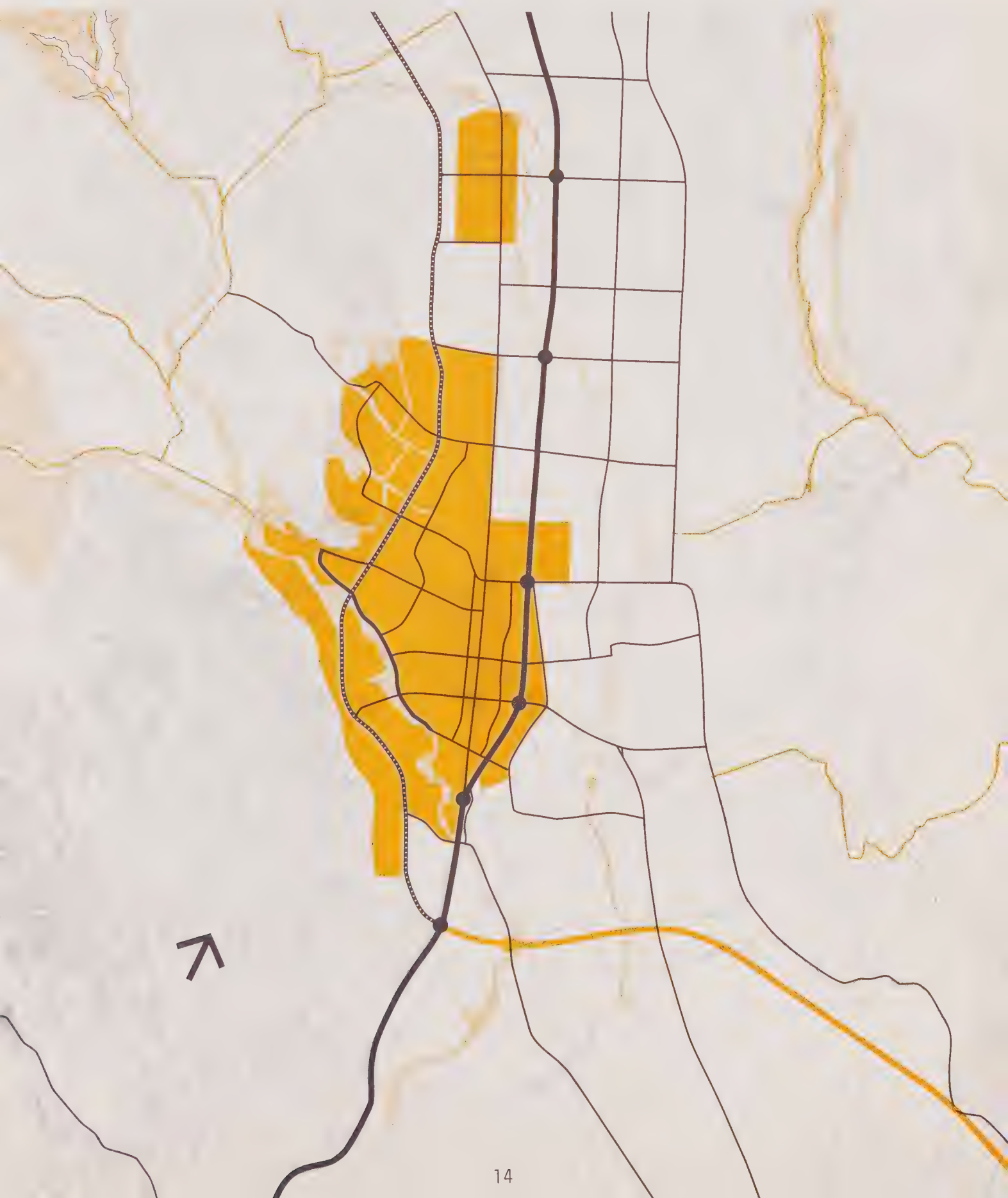
3. To fully utilize the unique scenic and recreational resources of the area for the benefit not only of area residents, but also of residents in the entire metropolitan area.
4. To protect the most economically productive farm and orchard land from premature urban development.
5. Through the use of automotive, rail and air transportation facilities, to provide convenient access to other communities and regional resources, and to ensure efficient and economical movement of people and goods, all coordinated with the county and regional transportation systems.
6. To create a clear identity for Gilroy through (a) physical separation from adjoining communities, (b) preservation of existing amenities, and (c) creation of distinctive city character for Gilroy.
7. To ensure an amenable, pleasant living environment that will offer all residents a freedom of choice in living area and housing type.
8. To provide a favorable environment for business and industry, and to provide a rational diversification and distribution of commercial and industrial activities in a well defined hierarchy of functions.
9. To create well designed and readily accessible parks, recreation facilities, and open spaces adequate to meet future needs, and to protect and enhance existing natural features of the landscape, particularly the adjacent hill slopes providing a scenic backdrop to the city.
10. To foster beauty and beautification throughout the planning area and in the design and development of all public and private properties.
11. To develop a circulation network within the urban area that provides convenient connections to the regional system, and to define the functions and character of the several types of local streets so as to maximize their utility for traffic movement consistent with the nature of the abutting land uses.
12. To encourage the development of recognizable neighborhood entities, protected from unnecessary through-traffic, provided with recreational, educational and environmental amenities, which can strengthen social ties and the sense of local identification.

PLAN FOR URBAN GROWTH IN THE SOUTH COUNTY

1985 General Plan

Gilroy, California

- Urbanization area
- Freeway and interchange
- Expressway
- Thoroughfares
- Major parks, trails
- Scenic freeway
- Parkway
- Scenic highway
- Recreation roads



A. Summary of Overall Provisions

The General Plan for Gilroy, when adopted, will be an instrument of policy by means of which the Planning Commission and City Council may consider the physical development and environmental qualities of the city over the next twenty years or more and through which it may construct programs to ensure the social and economic well-being of the city's present and future inhabitants. It combines a most important group of written policies with a map which delineates the general physical design of the city. Without each of these the City Council will be hard-pressed to govern the city effectively. This is especially true in Gilroy because of the anticipated rapid rate of growth and change in the Gilroy Planning Area. The balance of this section is concerned with integrating both the recommended policy statements, and the descriptive text on the plan's physical design proposals, into a single easily understood summary.

1. Concerns of the General Plan

The General Plan is concerned with the following:

- a. The distribution and general location of various land uses and community facilities.
- b. The establishment of a comprehensive transportation system adequate for moving people and vehicles throughout the Planning Area.
- c. The creation of a harmonious relationship between land uses and the circulation system.
- d. The preservation and enhancement of the quality, beauty, amenity, and safety of the environment.
- e. The enunciation of policies and actions necessary to influence or guide regional events and the decisions of the County and State in its (Gilroy's) favor.
- f. The recognition and satisfaction of the recreational, housing and educational needs of the citizens of Gilroy.
- g. The effective and economical programming of public actions and expenditures to carry out the various elements of the plan.

It is a fact of life that some of the more direct measures needed to carry out the objectives of the General Plan may be beyond the legal or

financial power of the city to enforce, or may require a cooperative venture between the city and other levels of government, or between the city and private industry. Among these are the zoning of county territory, the reform of real property assessment practices so as to slow down the rate or halt the process of urban sprawl, the permanent preservation of open space lands, the production of housing for low income families, the elimination of blight, the availability of jobs, the quality of education available in the community, and the elimination of poverty. But, it is believed that the proposed policies for utilizing the space within Gilroy are properly designed so as to meet all of the needs of the community and its people, giving consideration to the complex relationships among the city's spaces, buildings, institutions, industries, socio-economic classes, organizations, social and physical mobility, health, welfare and education. It is hoped, too, that the physical form of Gilroy, as set forth in this General Plan, does now and will always reflect the needs and values of all its citizens.

2. Highlights of Major Concepts and Features of the General Plan

The major concepts and features of the General Plan are as follows:

- a. Gilroy's physical form for the next twenty years is to be contained within an identifiable geographic area extending from Gavilan College on the south to Fitzgerald Road on the north, and from the alignment of the future U.S. 101 freeway by-pass* on the east (south of Las Animas Avenue) to the foothills on the west. North of Las Animas Avenue, the Monterey Highway (existing U.S. Highway 101) would be the eastern boundary. The map on page 14 illustrates this area.

Within that area, a city population of 56,000 - 58,000 persons will emerge twenty years from now. The important reasons for this "policy of containment" include preventing expensive, wasteful and undesirable urban sprawl to occur in all directions; the retention of economically productive agricultural lands for at least the next twenty years; the physical separation of Morgan Hill from Gilroy, and of San Martin from each of these cities by a broad greenbelt; maintaining the political identity of Gilroy and Morgan Hill; the consolidation of city services rather than their extension and proliferation horizontally throughout the Valley; and the systematic, rational, and incremental development of land outward from existing built-up areas.

* Between Leavesley Road and Luchessa Street certain industrial development might extend east of U.S. 101 freeway by-pass, but generally not beyond 500 - 1,000 feet.

The two most significant land use recommendations of the General Plan are that residential development be contained entirely on the west side of the new U.S. 101 freeway and that the area along the east side of the future U.S. 101 freeway by-pass be set aside exclusively for agriculture and industry. These will combine to ensure that the best sites are available for industrial use, to discourage the spread of residential development into the most economically productive agricultural lands, and to prevent conflicting and mutually incompatible development of the land. Residential containment on the east is counterbalanced by encouragement of residential expansion to the south, west, and north. The Plan recognizes that strong attractive forces already exist in each of these sectors. To the south, Gavilan Junior College and the new high school site will eventually tend to draw new urban development around them. To the west of Gilroy, the Gilroy Country Club, the existence of new shopping centers along Hecker Pass Highway, and the Santa Teresa Expressway provide a framework for additional development. The accessibility and availability of relatively inexpensive, developable land, the emergence of a well-developed circulation system, and the imminent construction of the trunk sewer to the north and west of Gilroy offer additional areas for urban expansion.

To maintain freedom of choice for both developers and land owners, and to prevent undesirable inflation of land prices, while at the same time holding down the social cost of helter-skelter, haphazard development, the plan indicates a boundary to the south, west and north beyond which development should not occur during the planning period through 1985. This boundary has been defined in a sufficiently generous manner as to accommodate the forecast population growth at least through 1990, to a level about four times* the present population of the area, without requiring any increase in the present intensity of development or the average residential densities which exist in 1968. At the same time, additional area in excess of the 20-year requirements is provided within these defined boundaries so that a population 40-45 percent** larger than that forecast could be accommodated at 1968 densities. This "surplus" land area provides a safety factor in the event that population increase is much more rapid than anticipated, and the flexibility which is necessary and desirable for the effective operation of a free market mechanism in real estate transfers and development.

* As of the 1966 Special Census, a total of 13,166 persons lived within Census Tracts X-125 and X-126, while there were about 15,000 persons within the Gilroy Unified School District. The northern boundary of the "urban envelope" defined above and in the General Plan is about midway between these two areas. The 20-year forecast of population in the urban envelope is 56,000 - 58,000.

** The holding capacity of the urban envelope is about 84,000 persons.

The policies that should support this principle of containment fall within the categories of annexation policy, sewer and water expansion policy, subdivision and lot split policies of both city and county, and road extension policies.

- b. Commercial and business development is to be contained within several clearly-defined, functionally-specialized areas, and is not to spread indiscriminately along major thoroughfares or throughout residential areas. A major public and private commitment to the preservation, economic prosperity and beautification of downtown is included as a General Plan policy.

It is proposed that retail commercial development be of four major types. First and of greatest importance will be the present central area. This is to be strengthened by proposals which, if implemented, would create greater convenience of access, provide a greater amount of parking area, present a much more attractive appearance, and increase the residential density adjacent to the downtown. The second type of commercial area will be the outlying shopping center. In addition to those already in existence there will be a limited number of new centers sited at points easily accessible from major thoroughfares. The third type will be the small, neighborhood commercial center designed to serve only the local neighborhood with convenience goods and frequently needed personal service. The fourth type is termed auto-or highway-oriented commercial, including automobile sales and service, restaurants, motels and commercial recreation establishments catering to the motorist. These areas will be located close to freeways and major thoroughfares and will not be unduly extended.

- c. A hierarchy of planned streets is recommended as a substitute for the present practice of allowing under-designed and improperly located streets to become converted into inadequate and undesirable major traffic carriers. This hierarchy contains provision for: freeways, expressways, parkways, major thoroughfares, secondary thoroughfares, collector streets, and service streets. Each type of facility has its own specific operating requirements, physical design needs and functional purpose.

Thoroughfares (and in some cases parkways) surround and assist in the physical definition of neighborhood areas. At selected points collector streets funnel traffic from within a neighborhood into the parkway or thoroughfare. Where residential areas abut major thoroughfares, it is recommended that the lots back rather than face upon the thoroughfares so as to minimize conflicts between moving traffic and ingress and egress to residential lots, and to create a more desirable residential environment by facing homes away from traffic and into a residential setting.

A major by-product of this idea is to establish and strengthen neighborhood units. This is accomplished by the proposed development of an elementary school, a playground, and a neighborhood park on the same or adjoining sites, and the provision of neighborhood commercial facilities close by in order to accentuate these neighborhood centers. Combining school and playground facilities on the same site is already practiced in Gilroy, and should be continued and emphasized.

- d. The entire city is to be served with adequate open spaces, parkways, trails, playgrounds and parks. This is intended to ensure that parks and open spaces be designed into the fabric of the city so as to retain and enhance the attractive sense of openness that now exists in Gilroy. To this end it is recommended that the provision of open spaces and parks be guaranteed through the cooperative efforts of the city and land developers. The city must schedule the advance acquisition of land for park, recreation and open space purposes, and should seek donations of lands where it can. Subdividers must be expected to dedicate land for park purposes as a condition of subdivision approval, or contribute a realistic fee in lieu thereof. The present fee structure set forth in the City Code is not realistic because it provides funds on a scale which does not reflect the constantly inflating price of the land the funds are intended to purchase. The city is not receiving adequate dedications of land, nor adequate monies to purchase land for neighborhood parks.
- e. The General Plan stresses the need for substantial improvements in the appearance and quality of all new development in Gilroy, for the upgrading of existing properties, and for a city-wide beautification effort. Beautification is concerned with the following: landscaping along roadways, the treatment of streams; preservation of hills; the design quality of public improvements; improvements to the street scene (streets, bridges, overpasses, street furniture, including street signs, poles, waste receptacles, light standards, benches); the design of housing and adjoining gardens and yards; the design and landscaping of shopping centers and other commercial enterprises; the attractiveness of the downtown area, particularly for the pedestrian; the size, location and design of signs on private property; the design and appearance of public open spaces, parks and buildings; the layout and appearance of residential subdivisions and multi-family complexes; trash and weed abatement; the general condition or property and building maintenance, particularly along public streets and alleys; and the screening of open storage uses, service stations and parking lots.
- f. Residential subdivision design can and should be profoundly improved in Gilroy. This is not likely to occur without substantial effort, enforcement and persuasion by the City officials even though the

desirability of good residential design is self-evident. By and large, whether subdivision design is good or mediocre is the result of developer/builder expertise, and willingness to innovate where needed. In Gilroy it is necessary to enact new provisions in the subdivision and zoning ordinances, but also to persuade developers and builders to gradually abandon present practices and designs in favor of more innovative and attractive approaches. It is recommended that most, if not all, new subdivisions be designed to include common green areas (tot lots, greenways, trails, pathways, recreation areas, parks, etc.); that all utilities be fully underground; and that housing types be mixed in type and cost. Revisions to City ordinances can encourage these improvements, and economically attractive incentives (in the form of density bonuses) can be offered by the City in exchange for the kind of residential designs which, in the long run, will make Gilroy's residential environment distinctive and responsive to social values.

- g. The General Plan contains a proposed policy statement relating to the distribution and provision of housing accommodations for people of all income groups. To carry out a comprehensive housing policy, the City should activate its Housing Authority, evaluate the housing needs of its citizens (most particularly its low income inhabitants), and adopt a housing program. An additional 701 Urban Planning Assistance Grant should be secured as soon as possible to outline and carry out the necessary inventories and programs, consistent with the recently revised provisions of the State Planning Law which will require that a housing element be included in a city's General Plan after July 1969.
- h. Directly associated with the policy proposals for containing urban expansion, preserving agriculture, minimizing the costs of extending city services, and maximizing environmental qualities, is the absolute necessity of judging all proposals for private land development against the goals and policies of the General Plan. For the Plan is an expression of what is desirable for all of the people of Gilroy, and is the basis for municipal budget controls and cost savings. Accordingly, the General Plan contains the following recommendations:
 - i. The City of Gilroy should not permit itself to be diverted from its reasonable goals by pressures to obtain additional tax base and revenues, if in so doing the city is required to extend city facilities and services to whatever scattered sites developers propose to build on. The financial and social costs of new development should be evaluated and recognized, and compared to the estimated revenues to be derived to determine the fiscal desirability of the proposal.

- ii. The City and the County should withhold approving just any new zoning for residential and commercial uses, in advance of development in almost any location. Such speculative overzoning tends to boost the market value of land so high that it may not be developed at all for a long time, to create pockets of vacant land within built-up areas, and to weaken further the chances for agricultural activity to continue and thrive. The opportunity which now exists in Gilroy to promote the evolution of an orderly and cohesive community could be lost forever by overeagerness to accommodate any and all development proposals.

B. Transportation, Traffic and Pedestrian Circulation

A concept basic to effective circulation planning which is largely ignored at present in Gilroy is the hierarchy of street functions and design. This concept calls for streets to be designed to accommodate their expected traffic flow and to channel movement in ways that protect and enhance the city's amenities. The Plan calls for seven different kinds of streets: 1) freeways, 2) expressways, 3) parkways, 4) major thoroughfares, 5) secondary thoroughfares, 6) collector streets, and 7) neighborhood service streets.

The cross sections, specifications and principal characteristics of the seven categories of streets are illustrated in Appendix A. The General Plan map shows the existing and proposed freeways, expressways, parkways, major thoroughfares, secondary thoroughfares, collector streets* and existing residential service streets.

Another concept relating to circulation expressed by the Plan reflects the need to minimize conflict between the automobile and pedestrian. This is difficult, but not impossible, to achieve in those parts of the city where the pattern of streets and sidewalks is established, but the development of a street hierarchy is one way to ensure that a protected pedestrian environment becomes an integral part of residential area design. In a circulation network designed on a hierarchical system, most traffic movement occurs on selected streets which can be provided with pedestrian safeguards, while the volume of traffic on other streets can be greatly reduced. In new areas of the city the Plan calls for the creation of pedestrian paths and a trail system that connect the

* The map does not illustrate the complete collector street pattern which should evolve in the presently undeveloped sections of the Planning Area. The principles for the placement of collector streets expressed in this report, and which are reflected on the General Plan map in the urbanized and developing areas, should be followed as new growth and expansion occurs.

open spaces within the neighborhood or tie neighborhoods to each other or to the hillside park areas. These paths will be discussed at greater length in Section G., under "Parks, Recreation and Open Space." In the downtown area the improvement in east-west circulation, other proposed circulation improvements, the expansion of parking facilities along Egleberry Street and Railroad Avenue, and the long-range possibility of a modified pedestrian mall will reduce the friction between automobile and pedestrian.

Rail rapid transit is a supportable form of transportation where the size and density of urban development reaches a level found in the central sections of complex and mature metropolitan areas. The present and proposed future development pattern of Gilroy, however, will not attain this level of intensity or maturity during the planning period. The only alternative is to recognize dependence on the private automobile, augmenting auto movement where needed by bus. Most of the residential areas are relatively low in density, and reflect a development pattern that is linear and extended, although contained, in form, and as such both expresses and requires an automobile-oriented transportation system. Employment areas are located in those sections of Gilroy that will be most accessible from freeways and major thoroughfares.

It is important that the influence of street patterns on land development patterns be recognized and used to create the desired urban form. The clear choice by present residents of Gilroy is for a city that retains some aspects of semi-rural character. This preference suggests an urban pattern of low density, single-family homes, and retention of considerable areas of open space. The street pattern proposed in the Plan can accommodate a wide variety of development patterns for individual subdivisions, including some areas of medium density character, but is essentially a pattern conducive to low density family living. By designing the major elements of an urban circulation pattern on the north, west and south sides of the city and by retaining the essentially rural circulation pattern on the east side of U.S. 101 by-pass, the Plan encourages growth to the north, west and south and strongly discourages it on the east.

In support of the goal to provide automotive, rail and air transportation access to other communities, the Plan provides freeway and expressway connections to communities to the east and west as well as to the north and south. The Plan reaffirms the demand for the construction of the proposed U.S. 101 by-pass and the Santa Teresa Expressway, both of which can be utilized for express bus service to distant points. This may be especially important for those who by reason of choice or income work outside Gilroy, and are without private automobile transportation.

It is proposed that State Route 152 be constructed as a freeway with special attention to enhancing the scenic qualities of its alignment from U.S. 101 by-pass at Bloomfield Avenue to Pacheco Pass. The completion of the western leg of State Highway 152 to full freeway standards between Hecker Pass and the Santa Teresa Expressway will probably not occur until after 1990 due to the comparatively small traffic volumes projected for this section of the route. The eastern leg of Route 152 is expected to

develop considerably higher volumes of traffic both because of the recreational potential of the San Luis Reservoir, the directness of the connection to interstate Route 5 east of Pacheco Pass, and the limited number of routes connecting the San Joaquin and Santa Clara Valleys.

The characteristics of travel on Route 152 are such that the volume of traffic travelling directly between Pacheco Pass and Hecker Pass is and will be a comparatively small proportion of the total traffic on either the eastern or the western leg. The bulk of the traffic movement will be between Hecker Pass and Points north of Gilroy, and between Pacheco Pass and points north of Gilroy, but as stated above, the latter will be considerably more significant than the former.

The alignment and configuration recommended in the General Plan recognize these conditions, and also reflect the difficulties of inserting a freeway-to-freeway interchange into the pattern and spacing of the local access interchanges already proposed for Freeway 101 between Leavesley Road and the point south of Luchessa Avenue where the freeway will rejoin the existing right-of-way of U.S. 101. In effect, the Santa Teresa expressway will serve as the link between the eastern and western legs of Route 152. Gilroy will obtain a number of advantages from this configuration, by avoiding the physical disruption which a freeway alignment separate from and additional to the Santa Teresa Expressway would create in Gilroy, and because the anticipated volumes contributed by the freeway in this location are relatively small and unlikely to create congestion when combined with the expressway traffic. This recommended route appears to provide the best service for all users of the system at a lower cost (physical and economic) than any of the alternatives.

The Plan reflects the need for a general aviation facility for private business and recreational flying. The proposed South County airport is situated at a location convenient both for persons employed in the existing and proposed industrial area, as well as for the general public resident in the Gilroy area. The siting of the proposed airport adjacent to the freeway off-ramp at Leavesley Road would also ensure ready access from the regional circulation system. It is recognized that there may be substantial political difficulties in securing an airport in this location in view of the competition between Morgan Hill and Gilroy for the industrial benefits which are assumed to be derived from it. The proposal that the airport be located between San Martin and Church Avenues to the east of San Martin, in the center of the valley floor, would not provide as good access, would be less useful for Gilroy, is opposed by the residents of San Martin, and would encourage industrial development in an inappropriate location in the Valley. Incidentally, it would probably contribute to further inroads into agricultural lands, and promote the type of scattered attenuated sprawl that is so damaging and wasteful.

Although existing assumptions do not indicate the feasibility of rail rapid transit connecting Gilroy to the north, the existing tracks of the Southern Pacific Railroad might be used at some later time for this purpose.

In order to ensure that the circulation proposals of the Plan are translated into reality, the city must take affirmative actions to support them. After adoption of the General Plan, the first action should be the establishment of plan lines (future right-of-way lines) for all existing streets and for all proposed major and secondary thoroughfares and collector streets shown on the General Plan map. A second action should be to provide through the City's capital improvement program the timely construction of those circulation facilities which will encourage growth in an efficient pattern. At the same time, the city should refrain from building streets or approving subdivisions in areas where growth is not desired or where it is out of step with an appropriate pattern of incremental, orderly growth outwards from the periphery of existing development.

A third action which the city must take if the circulation proposals of this Plan are to be fruitful is the adoption and enforcement of revisions to the subdivision ordinance that provide for adequate control over street design in accordance with General Plan provisions.

C. Residential and Housing

The community goal of a pleasant living environment that will offer all residents the freedom of choice with respect to location, housing type, and housing cost must be reflected by residential land use provisions which are measured in terms of average densities. The old rigid pattern stemming from uniform standardized zoning and subdivision ordinance requirements, which tended to produce a monotonous physical environment composed of homogeneous dwelling units, should be made more flexible, and greater variety in residential densities should be incorporated into new neighborhoods. At present Gilroy has rather more than 10,600 residents, whose homes occupy about 506 acres.* All but 54 of the 506 acres are devoted to parcels developed with single family units which average 7000 square feet of site area, and an examination of the city's development pattern indicates that the average lot size of 7000 square feet is also the norm, with only a small number of much larger or smaller developed lots. Gilroy's residential pattern, therefore, can accurately be described as predominantly single family in character on separate lots of approximately uniform size.

* This acreage includes non-institutional group housing facilities and mobile home parks, as well as all single family and multi-unit residential areas, but excludes all local streets, public rights-of-way and non-residential uses.

In the General Plan, it is proposed to maintain the overall density at 20 persons per acre in each of the neighborhoods or sub-areas of the city that are shown on the Plan as predominantly low density in character, while permitting and encouraging a range of housing types and development patterns to be constructed in these areas. A system of incentives and bonuses can be introduced, whereby a developer can be permitted to exceed the average density on a carefully calculated basis, if his plans provide greater amenity (usable open space, greenways, innovative land planning design), greater variety of housing types, styles, building arrangements, or other social or developmental benefits. As a principle of sound urban planning, the higher residential densities will be situated on the outer edge of the neighborhoods closer to major and secondary thoroughfares, thereby reducing traffic load on interior residential service streets.

In the older portions of the city where the basic development pattern has already been set, the community goal of a pleasant living environment for all residents will require in some instances some form of redevelopment or rehabilitation program to improve the quality of housing. Particular attention should be given to the deteriorated living units along the alleys in much of the area east of Monterey Street, and in the portion between Monterey Street and Hanna Street, particularly in blocks south of Sixth Street.

The containment of residential expansion has already been mentioned in the first section of this chapter as a fundamental objective of the General Plan. In order to minimize the costs and objectionable results of helter-skelter development, the Plan sets definite boundaries of urbanization beyond which the city should not expand during the time period of this Plan. The boundaries as defined can accommodate a population 40 - 45 percent greater than that forecast through 1990, without reducing the overall average density below the existing level. When adopted, this Plan should become the basis for a strong policy restricting development beyond these boundaries.

The limits of probable growth have not been set or defined in the Plan for intermediate points in time between 1968 and 1985, but it would be wise for the City to set some bench marks for the growth it can afford to support by its expenditures for capital improvements. The cost to the city of extending municipal services in a random manner, and the costs to its residents in the inconvenience and loss of time that results from a leapfrog pattern of growth will be much greater than if growth follows a phased program, geared to the most efficient form for accommodating expansion.

The proposal to contain urban expansion on the eastern side of the city in order to preserve the best agricultural lands is discussed in some detail in a subsequent section which deals with the agricultural aspects of the Plan and need not be repeated here. In proposing this course of action, the Plan recognizes not only the desirability and reasonability

of retaining the best agricultural land for agriculture, but also emphasizes the pattern of growth to the west, north and south that is already in evidence, and proposes the continuation and orderly advancement of these trends.

The creation of distinct neighborhood units is not explicitly stated as being a desirable objective for Gilroy in the General Plan, but the development of a distinctive identity and a unique character for Gilroy imply that the residential sections of the city will not consist of amorphous, undifferentiated subdivisions. It is also implied in the goal for a pleasant living environment. The need for neighborhood identity is not as great in Gilroy now as it will be when the city grows much larger, when it becomes less comprehensible as a distinct unit to the average resident. It is then that the resident will feel a need to identify himself with smaller geographic sections. The neighborhood pattern is encouraged in the Plan by dividing the city into sub-areas approximately one-half mile square, and bounded by major or secondary thoroughfares. At the average densities proposed, such a neighborhood sub-area would contain 2500-3000 persons. Each sub-area contains a neighborhood center consisting of an elementary school, playground and park, and in some cases a small neighborhood commercial facility might be provided. This would not be the size of the conventional "neighborhood shopping center", but would consist only of small grocery store of the speedee mart variety.

To support the Plan's recommendations on neighborhood school and recreation facilities, the city will have to develop close coordination with school district officials in the acquisition of land and in the management of recreation facilities. The city must also adopt a policy of siting thoroughfares along the boundaries of neighborhoods rather than through them.

The General Plan's recommendations on residential development patterns are expressed in terms of four categories of use, based upon a range of densities.

1. Hillside Residential

The lowest density class is designated as Hillside Residential and is located in a relatively narrow band along the westernmost edge of the city, extending up into the lower foothills. The density of development in the Hillside Residential areas would range from less than one dwelling unit per net residential acre* to about four dwelling units per net acre. Expressed in terms of the range in

* "Net" residential area excludes all streets and rights-of-way, and includes only the land area available as residential lots.

required lot size, this category would include lots of one acre or more in size down to lots of about 11,000 square feet in area. Lots much smaller than this would usually require special site preparation in the hillside areas that could be potentially destructive of their natural contours, trees and drainage character. In addition, more intensive development on a large scale would require street construction that could scar the hill slopes which are such a magnificent scenic resource in Gilroy. Deviations from the required lot size could occur under strict controls which would ensure that undesirable effects were not created, and could be accomplished through a planned unit development procedure, provided the overall density policy was maintained.

The area designated as Hillside Residential on the General Plan map covers 350 acres, and could accommodate between 350 and 1,400 residential units at the density permitted, or a population at capacity of about 3,000 people.

2. Low Density Residential

The most extensive category of land use shown on the Plan is Low Density Residential, which occupies a total of 3,500 acres throughout the area illustrated on the detailed map. The range of density envisaged in these areas would be from four to 7.25 dwelling units per net acre, which would require land area ranging from 11,000 square feet to 6,000 square feet per dwelling unit. While these units would typically be single-family in character, some multi-unit structures would not be undesirable provided that the overall density level was not significantly affected. The total area shown as Low Density is 3,500 acres, which at full development could house as many as 74,000 people in 21,000 dwelling units. The density provisions of this Plan do not imply that lot sizes should be rigidly uniform, or that no lot (or site area per dwelling unit) should be less than 6,000 square feet, or that all yard areas and building types should be identical. On the contrary, mixtures and variations should be encouraged, provided overall densities are not significantly affected.

3. Medium Density Residential

The medium density residential areas indicated on the Plan are either already developed with relatively new small multi-unit structures, including duplexes, or are considered to be well located and of suitable character for new development of this type. Other areas shown are likely to be subject to a gradual process of redevelopment, most probably of a privately organized type, which will

tend to produce a re-structuring of existing density and ultimately increase the intensity of use. The density of dwelling units in this category would range from 7.25 to sixteen per net acre, while the site area required per unit would be from less than 6,000 to about 2,725 square feet per unit respectively. A total of 155 acres is indicated for Medium Density residential use, which could accommodate 3,700 to 7,500 people in 1,225 to 2,480 dwelling units. In this category as in each of the other residential classes, it would be possible for individual projects to exceed these permitted "maximum" densities if the quality of design and the desirability of the development warranted the granting of an incentive bonus. This would decrease the average site area per unit in the project, and even perhaps in that sub-area of the city if a substantial concentration of deserving projects existed in that particular location. Typically, the structure types which would conform to this particular category would be single-family town-houses, duplexes, garden apartments and mobile home parks.

4. High Density Residential

Relatively small areas are designated on the Plan as high density residential areas, as it appears that for the foreseeable future Gilroy will attract residents who are generally seeking an alternative to "city living", and who favor a relatively low density pattern of residential development. While one of the main purposes of the Plan is to achieve a degree of containment of urban expansion, it is not reasonable to assume that this can be achieved by creating a tightly-structured high-density community when there is ample developable land surrounding it. The high density areas that are defined on the map can serve both the interests of the city as a whole by providing a compatible and economically-valuable use adjacent to the downtown, and the interests of present and future residents of Gilroy who wish to live in apartments close to the downtown facilities. These high-density areas cover a total of about 30 acres, and this could provide sites for between 480 and 1000 dwellings in apartment structures, at the permitted density of between sixteen and a maximum of 35 units per net acre. The population that could be accommodated at full development could total as many as 2500 people. The site area per unit at these densities would range from about 2,725 to about 1,250 square feet. Optimum minimum lot sizes for multiple dwelling units are 10,000 square feet, and no lot smaller than this should be developed at greater densities than about 2,000 square feet of land area per dwelling unit. This standard will ensure adequate off-street parking space and usable open space.

In summary, the four residential land use categories as indicated on the General Plan map cover a total of 4,035 acres and provide

a continuous range in density from less than one to 35 units per net acre, with site area requirements extending from more than an acre to about 1,250 square feet per unit. Within these ranges, the total number of dwelling units that could be built in the areas shown at full development, but making adequate allowance for the provision of all necessary neighborhood and community facilities and streets, would be about 23,300, which could house as many as 84,000 people. The 20-year population forecast for this area is 56,000 - 58,000 people or about 70 percent of this holding capacity.

D. Commercial

The provisions of the General Plan for commercial areas and activities reflect and express several objectives underlying the Plan - the orderly development of the urban area; the preservation of existing amenities and the creation of new amenities in the future; the encouragement of a favorable environment for business and industry by following a rational pattern for distributing these activities to locations in the city where their performance can be maximized for private and public advantage, and where their operations will not have any undesirable effects upon adjacent uses. The Plan proposals also reflect the locational criteria of the several types of commercial use defined on the Plan map, among the most important of which is the need for commercial areas to be located at the points of greatest accessibility and convenience in relation to the trade area they serve.

The General Plan designates four main classes of commercial activities - Retail Stores and Personal Services, Highway and Auto-Oriented Commercial Use, Commercial Services, and Offices and Financial Uses. These categories are intended to describe the character of the operation or function carried on, and to reflect the physical form assumed, rather than to constitute a list of the specific activities in each. For example, depending upon the character of the individual development and operation, an eating place could be located in either the first or the second category, and in some instances might be in the last category.

The total area indicated on the General Plan map for the four commercial categories combined, including the downtown area, is 192 net acres, or a total of 3.2 acres per 1000 people based upon the forecast population of 56,000 - 58,000 in the area shown on the Plan map. If this allocation should prove too conservative, additional areas can be designated for commercial use, but not until the bulk of the areas indicated have been developed. One out-growth of the adoption of the Plan should be for the City to consider rezoning some of the presently unused, commercially-zoned land that is not indicated for commercial use in the Plan to a non-commercial district.

1. Retail Stores and Personal Services

The uses in this category consist of commercial establishments which sell a broad range of convenience and consumer goods or provide a variety of personal services. The structures involved are of two main types: Those that are located along streets with relatively heavy pedestrian traffic on the sidewalks, where the stores are usually close to the right-of-way line; and those to which the customer normally travels by automobile, where the stores may be set back from the road to provide parking, and where the center may be a unified development. The distinction between this type of activity and the highway- and auto-oriented commercial category (see 2. below) lies in the fact that the former provides basic commodities and services to essentially the same clientele on a continuing day-to-day basis, whereas the latter's clientele is more transient and may rarely establish any continuing or permanent relationship. This distinction is physically expressed by the locations selected and the layout and design followed. The retail-service uses are located in close proximity to the areas in which their customers live and usually at intersections of major and secondary thoroughfares serving intra-city traffic, while the auto-oriented facilities will not normally or necessarily orient themselves to the residential sectors of the community at all but will be close to freeway interchanges and major highway carrying inter-city traffic.

The Retail and Personal Service areas vary in size and importance and Appendix D provides the definitions of the various types of shopping center which have become formalized, indicating the site area and composition of each center together with the trade area population required for their support. While the Plan proposes the conservation and enhancement of the Downtown area as the Central Business District and main commercial center for Gilroy (these proposals are described in Section E following) it also recommends the development of new retail centers as well as recognizing that those already in existence will continue to exist and in some cases will expand.

It is apparent that within the next twenty years, the Gilroy Planning Area is unlikely to grow to a population size that would be capable of supporting a Regional Shopping Center as normally defined (see Appendix D). Even if the normal criteria describing the extent and size of the trade area from which support is attracted were expanded to include Hollister and northern San Benito County, the total population would still not justify a center of this type as it is usually defined. At some time probably later than 1985, the population in the entire county area south of Coyote Narrows will reach a size which may spark the development of the

first phase of a regional shopping center including a branch of a major department store. In view of the probable distribution of urban settlement following overspill from San Jose, and the overall pattern of traffic movement likely to be produced by the concentration of major employment centers north of Coyote Narrows, it is likely that the center of gravity of population will be north of the Gilroy Planning Area's northern boundary. It is reasonable to assume that a regional center would not locate too far to the south of this population center, and therefore would certainly not be within the area south of Fitzgerald and Masten Avenues.

The two other conventional categories of shopping center (see Appendix D) are community and neighborhood centers. In Santa Clara County, detailed studies by the County Planning Department* have indicated that the local pattern of shopping center development up until about five years ago deviated from national norms in several interrelated ways. In each category (including regional centers), the average site area and floor area of centers in the county was smaller than the national averages, and the distance between centers was less than that normally considered necessary for profitable operation.

However, the recent trend has been for new shopping centers in Santa Clara County to be developed on larger sites and to equal or exceed the national averages rather than to reflect the local averages produced by the initial period of over-enthusiastic shopping center development. Too many small centers were built in the county too close to each other which produced severe competition. Their declining profitability and sales performance can be determined by studying the annual editions of the San Jose Mercury-News Shopping Center Study. Economic forces appear to support the land use planning objective of fewer centers, larger in size and more widely separated than these built in the 1950's and early years of this decade. The trend is to fewer, larger units of retail distribution reflecting the need for a greater volume of sales per square foot of floor or other site area. Neighborhood centers will increase in size to the point that they may become comparable to the old definition of "community centers", while in some cases community centers may appear to be serving some of the functions of a small regional center.

* Commercial Land Needs, Parts I, II & III, Santa Clara County Planning Department, November, 1964

In the Gilroy General Plan three principal locations are indicated for commercial centers. An existing center is already situated in one of these locations (on First Street) and each of the other two centers is located to serve their respective trade areas conveniently, in appropriate relationship to the circulation system servicing their surrounding area. These centers are approximately 1.5 miles from each other, providing a minimum service radius of about three-quarters of a mile for each center. The two new locations proposed on the Plan do not necessarily represent the specific sites or boundaries of the centers which can be developed, although the designated locations do reflect the basic principles which the City of Gilroy should adhere to in approving commercial development applications in the future. These principles are as follows:

- a. The commercial center should be located on only one quadrant of an intersection or on only one side of a thoroughfare.
- b. The center should be located in an efficient relationship to the major street system serving the trade area of the center.
- c. The center should be located a minimum of one mile from any other center and 1.5 miles from the downtown area.
- d. Commercial uses should be concentrated within compact centers of sufficient size to serve the foreseeable needs of the trade area population, and to provide for reasonable expansion.
- e. New linear or strip commercial development should not be permitted to occur in the vicinity of the proposed centers. Adjacent "parasite" commercial uses should be prevented from emerging, so that the serious land use and traffic problems they produce can be avoided.
- f. Adjacent residential uses should be protected from the possible adverse effects of the development of the commercial centers by a rigorous design review procedure and emphasis on high standards of construction and design.

These proposed centers may eventually exceed the normal size of neighborhood centers and become more comparable to a small or medium size community center. Although not illustrated on the General Plan map, it is quite probable and quite desirable for small convenience retail facilities to be constructed at certain locations to serve neighborhood needs. The "speedee mart" type of facility is an updated version of the old "ma and pa" store, providing adequate parking for automobiles, and scaled to the daily convenience needs of a small geographic area. If these

were to develop, it would be appropriate to locate them in proximity to the pedestrian trail system of the neighborhood, so that they could benefit from possible walk-in trade.

Some other retail and personal service areas outside of downtown are designated on the Plan, although they do not conform to the usual characteristics of shopping centers. Located principally along First Street and Hecker Pass Road, these areas represent existing businesses which are expected to continue in operation for the foreseeable future. Including the retail areas in downtown, a total of 70 net acres is indicated on the Plan for retail and personal service uses.

2. Highway and Auto-Oriented Commercial Uses

The uses in this category consist of a wide variety of commercial activities which (as already described in the previous section) are dependent upon and cater to a transient clientele. The activities offer goods and services either to persons travelling on the highway through town, or provide support for the vehicles which carry the traveller.

Historically, businesses of this type have concentrated along the main routes traversing a community and frequently have developed as extensions of the main business thoroughfare, on the less expensive land at the periphery of downtown. The General Plan map indicates certain areas in Gilroy adjacent to Monterey Street which have become established locations for automobile sales and service uses, motels and eating places for visitors, and service stations.

In recent years, with the development of freeways and limited access thoroughfares, the locational pattern and character of development of auto-oriented uses has been changing. The points of access to these circulation routes have become the favored location not only for gas stations and motels, but also for restaurants, automobile dealers and other services for the automobile and motorist. The construction of the freeway by-pass route for U.S. Highway 101 will create locations around two interchange areas that will be suitable for these kinds of commercial uses. The total area designated on the Plan for Highway and Auto-Oriented Commercial Use is 90 net acres.

3. Commercial Services

The General Plan designates certain areas located along the east side of the railroad south of Leavesley Road, and between Church and Monterey Streets as Commercial Service Areas. This category includes such uses as building contractors' yards and buildings, small-scale open storage uses, local delivery depots, workshops and service uses such as print shops,

photographic processing laboratories and other activities which usually are conducted without direct contact with the customer.

These uses can often assume the character of a light industrial activity, which is not objectionable as a neighbor for residential uses if certain performance standards are set and adhered to. The areas designated have already begun to develop with some uses of this general type and can afford a useful transition or buffer between residential areas and industrial or some sections of highway-oriented commercial use. The General Plan contains 25 net acres recommended for Commercial Service use development.

4. Offices and Financial Uses

A variety of activities are covered by the Office and Financial category, including professional and medical offices of all types, real estate and insurance offices, banks and savings and loan establishments, and other types of financial activities such as credit unions, stock brokers, etc. The category could also include the administrative offices of any non-governmental organization or business.

Only four locations are specifically identified on the Plan map for Office use and include two areas which have utilized the city's existing P-O (Professional Office) zone district provisions, and are currently being developed with office structures. One of the other areas covers an entire block adjacent to the downtown area which may ultimately become an attractive location for office activity if other aspects of the recommendations for the downtown area are implemented. Other existing office uses which are expected to continue are reflected on the Plan map. A total of 7 net acres is indicated on the map in the Office and Financial Use category. This is not to say that offices are limited to these designated areas; they may be situated in other locations also. Where office uses are specified on the Plan map, it is intended that these areas be reserved exclusively for offices and related activities.

E. Downtown

The term "Downtown" describes not only a geographic location in the community, but also implies the provision of certain facilities and the existence of some activities and functions combined in a unique way which are not capable of duplication or development elsewhere in the city. In the following, "downtown" (un-capitalized) is used to describe the central section of Gilroy,

where the desirable functions and characteristics of a "Downtown" can and should be encouraged to develop and expand. In the case of Gilroy the alternative to striving to make the present downtown area an attractive, efficient and convenient place in which the essential functions of Downtown are provided, is to foster the death and decline of this particular area and to lose irrevocably the benefits and advantages which result from the close interaction of many types of many mutually self-supporting activities. The peripheral shopping center can offer a number of convenient commercial service, but by its nature it cannot reproduce the variety and subtle mixture of functions which a healthy Downtown can support.

The ideal Downtown is not just a special kind of commercial area or shopping center- it should also provide in close proximity governmental services and facilities, cultural and recreational activities, employment opportunities in other than retail establishments, financial and professional services, entertainment, and accommodations for residents. These combine to make Downtown the center of the community, and the focus of its communal life. Gilroy has, consciously or unconsciously, already made a commitment to Downtown by public improvements or private investments which have given the central area a special value, not only of a monetary kind but also with respect to the social and physical character of the community. It is certainly true that the retention and enhancement of Gilroy's downtown as the heart of the community should be one of the basic goals of the General Plan, because of the unique advantages it can offer the citizens of Gilroy. Revitalization, replanning and beautification of the present downtown area is the most desirable way to provide Gilroy with essential Downtown functions and the makings of a focal point for community activities.

The Downtown has been defined in the General Plan as the area bounded by First Street on the north, the Southern Pacific Railroad tracks on the east, Tenth Street on the south, and Church Street on the west. Within this area, the concentrated retail commercial core is situated between Third and Seventh Streets, and between the railroad and Egleberry Street. (The present pattern of retail sales in this area compared with sales in outlets in the rest of the city is shown in Appendix C.) This area comprises a rectangle four blocks long and two blocks wide, containing a gross area of approximately 40 acres. This is an area of sufficient size to serve the downtown commercial needs of Gilroy for the next 15-20 years, and expansion could take place either to the north and south, or the west if demanded. Allowing for off-street parking space and the necessary street circulation system, it would be physically possible to provide between 300,000 and 400,000 square feet of retail floor space at street level in this area. Probably the most difficult problems to be faced in attempting

to accomplish this kind of reconstruction will be that of land assembly, and the relationship between the costs of improvement, and the return on investment which can be achieved.

The Downtown should be physically organized to encourage pedestrian movement and to provide as much separation between automotive and pedestrian traffic as possible. Off-street parking facilities should be provided close to the retail facilities, and usually on the periphery of the core to facilitate easy automobile access from the residential areas to the east and west, and to encourage as continuous and unbroken a building facade on both sides of Monterey Street as possible. Parking lots along Monterey Street should be discouraged, as should access driveways to interior parking lots.

The central area of Gilroy is viewed as having three different purposes and functions in the General Plan, each located in a particular area: the compact Downtown or central core described in the preceeding paragraph; the area encircling this core on the south, west and north; and the linear strip extending north along Monterey Street from First Street.

The area encircling the core is indicated on the Plan for a number of supporting Downtown uses, including professional and financial offices, governmental administration and services, a Downtown city park, and high-and medium-density residential areas. In order to stimulate a maximum of activity within the Downtown, it should be the focus not only of commerce and business but also of civic, cultural and entertainment activity. This can be accomplished in part by extending the present Civic Center eastwards to include the block immediately to the east, so that ultimately it will be more closely connected to the Downtown. Development on this block could include a new and greatly enlarged library facility, a Downtown city park, other city cultural or recreational facilities or administrative offices. The existing School District administration building is also reflected on the Plan, adjacent to a block designated for office uses. The Plan indicates that the Downtown should be flanked on the east and west by high-and medium-density residential areas both to provide Downtown retail stores with a larger population in close proximity, and to provide a large number of people with the advantages of conveniently accessible Downtown services. The existing retail facilities on Monterey Street require a substantial increase in support from the community and the addition of new stores which would strengthen the competitiveness of the downtown area. The provisions of the plan are designed to build in a greater concentration of uses and facilities in order to focus more activity in the area. The recommended public investments can stimulate private redevelopment action, and properties which have been zoned for commercial use along the periphery can finally be profitably developed with apartments or offices.

Whereas the Downtown should be developed as a compact cluster of activities of many types, the west side of Monterey Street north of First Street could be encouraged to develop as a series of nodes containing functionally-specialized, highway-oriented activities separated by land uses of less intense activity. The strip should be physically organized to permit the flow of automotive traffic along its length, but should be encouraged to develop sufficiently in depth to provide adequate room for off-street parking with proper screening and landscaped buffers. The uses which can be located in this area include many which already exist there, including new and used car sales, automotive service, gas stations and tourist accommodations and services.

The diagram on page 38-9 illustrates the concepts and policies which should become the starting-point for the development of a detailed design plan for the downtown area, and shows the suggested phasing that could be followed. An immediate step which could be taken now would be the reconstruction of the intersection of Fourth and Lewis Streets at Monterey Street, so as to provide a continuous alignment from east to west, with Lewis Street realigned between Monterey Street and the railroad tracks. Simultaneously, it would be possible to close Martin Street at the railroad tracks. This would not only remove two hazardous intersections from Monterey Street, but would make the downtown area more accessible and would give the residential area east of Railroad Street greater amenity and more protection from unnecessary through-traffic movement.

Other actions which could be taken immediately include the continuation of face-lifting and improvements to the front and rear facades of the store buildings on both sides on Monterey Street, removal of obsolete and unnecessary signs, the expansion of the boundaries of the Parking District and the acquisition of additional lots, particularly for all-day employee parking. Lots for this purpose could be located on the west side of Egleberry Street and on the narrow strip of land between the railroad tracks and Railroad Avenue, between Lewis and Seventh Streets. Every effort should be made to ensure that the new library facility is not located away from the downtown area. It is reasonable to demand that maximum benefit be derived from the expenditure of public funds, and the construction of a new library can provide valuable secondary benefits in addition to satisfying its primary purpose of the storage and distribution of books.

When the completion of the U.S. 101 freeway by-pass removes a large proportion of the present traffic volume and especially the heavy truck traffic from Monterey Street, a number of other steps can be taken. A number of uses which directly serve this traffic, particularly service stations, will probably relocate closer to the freeway near the interchanges on Leavesley Road and Tenth Street. One of the disadvantages of the commercial core has been the constraints placed upon it by the lack of depth and of space to expand or provide off-street parking lots.

SCHEMATIC PLAN FOR DOWNTOWN

Phase One: 1968-1971

Prior to completion of freeway steps can be taken to improve:

- 1 CIRCULATION: Re-alignment of Lewis St. & closing of Martin St.
- 2 UTILITY: Providing parking facilities
- 3 APPEARANCE: Enhancement of backs of store buildings & removal of old signs

provide parking lots with planted screening to accommodate downtown customers

provide parking lots on west side of Egleberry to accommodate downtown employees

enhance rear of stores

re-align Lewis St. to meet Fourth St.

provide parking lots with planted screening to accommodate downtown employees

enhance rear of stores

close Martin St. between Railroad St. & Monterey St. & convert to pedestrian mall

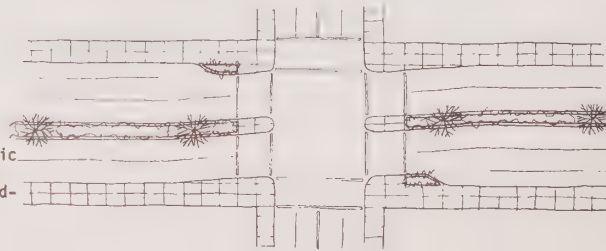
Phase Two: 1971-1975

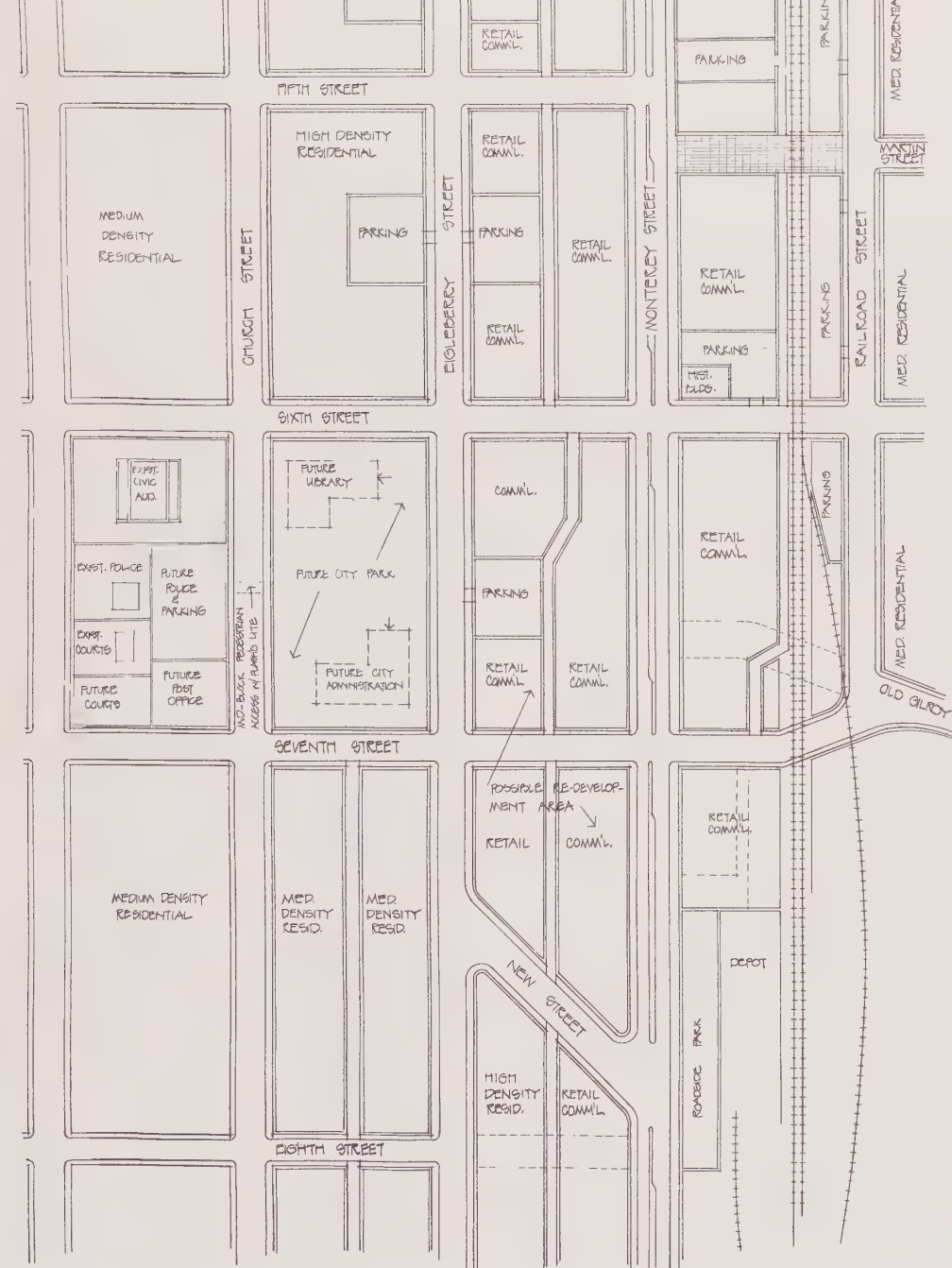
After completion of freeway, the reduction of thru traffic on Monterey Street will allow the redevelopment of the downtown circulation system: two possible alternatives are shown here.



ALTERNATE NO. 1

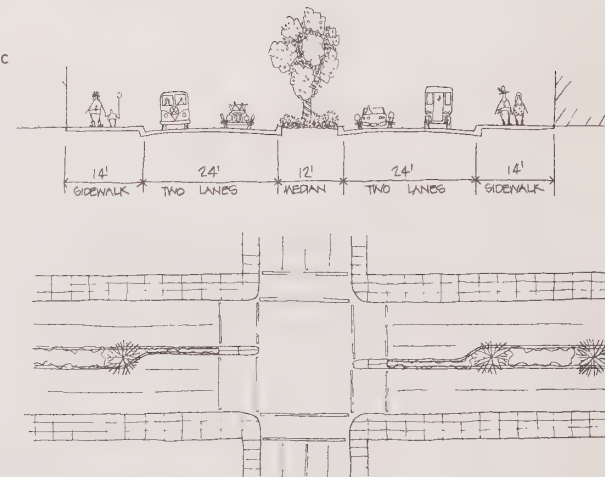
Monterey St. to be developed with two 12' traffic lanes on each side of an 8' median and one side of Monterey to other at each block. Planted pedestrian access section projected as shown.





ALTERNATE NO. 2

Monterey St. to be developed with two 12' traffic lanes on each side of a 12' median. The median will have a 10' left turn pocket provided. No parking lanes to be provided. Sidewalks to be 14' wide.



Phase Three: 1975-1980

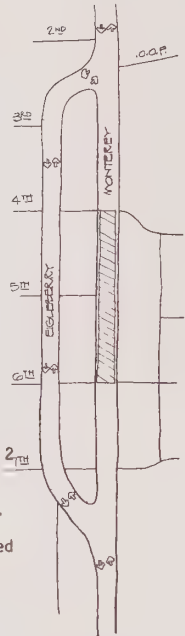
As downtown traffic load increases, circulation system can be re-developed by cutting thru new streets as shown. Three possible alternative traffic patterns are shown here.

Note: close-off cul-de-sac streets & complete alley system as shown.

ALTERNATE NO. 1
one-way traffic north on Monterey
one-way traffic south on Egleberry



ALTERNATE NO. 2
two-way thru traffic on Egleberry St.
Monterey St. traffic limited to shopping & parking only



ALTERNATE NO. 3
two-way thru traffic on Egleberry St.
Monterey St. between Fourth St. & Sixth converted to pedestrian mall



The movement of certain highway-oriented uses away from the Downtown will make available some useful sites either for new structures or for parking purposes.

Some years subsequent to the completion of the freeway, the third phase of downtown development can occur. By this time population growth and physical change in the planning area may have increased the local traffic volumes on Monterey Street in Downtown to levels approaching those now existing. At this point, it may be economically feasible and physically desirable to introduce one-way traffic circulation in and through the Downtown area. This is indicated on the General Plan by two new street alignments, extending diagonally between Monterey and Egleberry Streets to the north of Third Street (and providing a new continuous connection with I.O.O.F Avenue), and to the south of Seventh Street. Both Second and Eighth Streets could be abandoned in the block west of Monterey Street, creating larger and more usable blocks, and assisting in the implementation of local circulation objectives in the area surrounding Downtown. It is important that the local businessmen and the City cooperate to ensure that no precipitate action is taken which will tend to prevent or make unnecessarily costly the eventual achievement of many of these physical improvements. The options should be permitted to be left open and taken advantage of when their purposes appear to be finally attainable.

A final step in the phased redevelopment of Downtown has been indicated as the possible conversion of Monterey Street for a two or three block length to a mall or modified mall. It is undeniable that there would be considerable problems to be overcome before this could be achieved. The most important determining factor will be the ability of Downtown to support such a final step as an economically advantageous investment. The present width of Monterey Street is such that the accommodation of two-way traffic, left turn movements, curb parking and attractive sidewalks cannot comfortably be achieved. The most feasible method of making Monterey Street attractive for pedestrian shoppers, without creating severe dislocation in the circulation network, would be to designate Monterey and Egleberry Streets as one-way streets, respectively north- and south-bound. Turn movements would be simplified, curb parking could still be permitted, while pedestrians could enjoy wider sidewalks, a greater sense of protection from traffic movement and an increased convenience in crossing from one side of the street to the other.

One of the most necessary requirements for any of these steps to be achieved is the emergence of some individual or group of individuals who will provide continuity in leadership, in watchdogging development actions and stimulating new and additional actions. This role may be performed by one or more downtown businessmen, by a city councilman or planning commissioner, by the City Manager or Public Works Director,

or by some staff person trained and experienced in city planning and development techniques. The best and most obvious person to fill this role would be an experienced professional city planner appointed as Director of Planning and Community Development. It appears likely that the City of Gilroy will soon find it necessary to create such a position, not only for the purposes of downtown revitalization but also to handle the manifold problems of urban expansion generally.

Within the downtown area most private investment and improvement is expected to occur voluntarily. The City will assume the usual responsibilities for street work and beautification within the public right-of-way, will design and construct off-street parking facilities in accordance with procedures for expanding the municipal parking district, and through zoning and design review requirements will encourage the gradual upgrading of commercial establishments downtown. Particular emphasis has already been placed on the need for carrying this general policy plan for downtown a step closer to reality by having a precise design and beautification plan prepared and executed so that public capital improvements are accomplished according to adopted guidelines.

One exception to this approach to downtown improvement is the treatment necessary for the small area bounded by Sixth, Monterey, Eighth and Egleberry Streets. This area or possibly an area slightly larger (extending south to Tenth Street, for example) suffers the usual characteristics of blight found in the oldest commercial section of any City. It appears likely that this area should be officially characterized as suitable for redevelopment action. It is likely that private commitments to this area will not be forthcoming and that further decline will ensue. Accordingly, the City should examine the feasibility of establishing the area as a redevelopment project. If such a step is taken, procedures could be initiated to clear or partially clear the land now occupied with sub-standard structures and to re-build the land, or assembled portions of it, with contemporary commercial structures and perhaps some multi-family residences.

The City's options under this approach are two: a project can be essentially a code enforcement and public improvement effort financed through tax increment bonds and assessment district proceedings; or the project can be partially financed (two-thirds) by a federal urban renewal loan and grant. The latter approach can prove financially attractive for the City and ensures that a relatively comprehensive improvement effort will be executed, and relatively large parcels of land within downtown made available for new investment and development opportunities. The City's share of the costs of redevelopment (land acquisition, demolitions, land preparation, public improvements, administrative and finance costs) less disposition proceeds may be met by "normal" municipal expenditures for the area, including the new street shown on the General Plan map cut through to connect Egleberry to Monterey Street. The relative merits, costs and benefits of these two options should be explored.

A new approach to the programming and execution of urban renewal and redevelopment has been provided by Congressional approval this summer of a new Part B to Title I of the Housing Act of 1949, establishing the Neighborhood Development Program (NDP). The basic components of the NDP are a Development Plan for an entire designated Program Area, and a pair of "execution packages," one for the immediately forthcoming year and one for the year following. The federal Department of Housing and Urban Development (HUD) will expect each annual execution package to result in concrete, visible improvements, and the approval of successive annual execution packages and the size of the funding support authorized will be dependent upon the success with which the applicant city meets the objectives if set for achievement in the earlier execution packages.

The Development Plan for the Program Area should include maps and a descriptive text, and a Land Use and Circulation Plan diagram. Each execution package will contain a Budget and Finance Plan, supported by an Activity Schedule or work program. Normally, the Development Plan will gradually be refined and carried out over a 10 year execution period. Each year another pair of "forthcoming" and "following" year execution packages would be submitted for HUD approval. HUD will fund the package for the forthcoming year and makes a tentative reservation for the following year's estimated costs.

The most important aspect of this new program is that it permits redevelopment action to proceed within relatively small sections of the defined Program Area at a pace which should be capable of rather precise and realistic determination. The definition of the boundaries of the Program Area is a key consideration, as HUD's approval of the first annual execution package will "bank" all current and future local credits in the entire Program Area, in the same way that HUD loan and grant approval for a project "banks" credits in any orthodox renewal project. This provides an incentive for the City to define a Program Area of considerable size, in order to obtain maximum credits for as large a volume of public improvement expenditures as possible. While regular urban renewal criteria will be applied to determine the eligibility of properties for inclusion in the NDP, it can be argued that areas not eligible for renewal treatment may be included within the Program Area boundaries where they must be planned in conjunction with the eligible area.

In Gilroy, it may be possible and desirable to define the boundaries for NDP purposes as follows: Sixth Street, Church Street, Tenth Street and Chestnut Street. In this way, credits could be obtained for the improvement and extension of the latter two streets, for the proposed expansion of the Civic Center area to include the block to the east of Wheeler Auditorium, and for the construction of a new library and any other public facilities added within this area. Additional peripheral but contiguous blocks might be added to the basic area if it appeared that other credits might accrue. This might apply to the block on which Wheeler Auditorium is situated or the Eliot Elementary School site, if expenditures for new

public facilities were contemplated. Similarly, if Chestnut and Tenth Street extensions are likely to stimulate new development to the east and south respectively, these areas should also be included in order to capture the potential tax increment generated from the spill-over effects of public street improvements and of downtown renewal.

It is recommended that any public expenditures within this larger tentative program area be deferred until the City has adequately examined the feasibility of renewal action under the new NDP program.

F. Industrial

The need to designate generous amounts of land in suitable locations for industrial use reflects two goals of the General Plan. These goals are: to provide a means of livelihood within the planning area for all who desire to work there, and to provide a favorable environment for the profitable conduct of business and industry. The General Plan attempts to enable these goals to be achieved by proposing that large holdings of land easily accessible to the railroad and the freeway be set aside for potential industrial growth.

Projection of future industrial land needs for a relatively small community such as Gilroy is difficult. Santa Clara County has projected the industrial land needs for the entire county to the year 1990, but has made no attempt to forecast how these needs might or should be distributed geographically within the county, and has not allocated any specific portion of these needs to South County*. At present there are approximately 6,000 acres of land within the county that are occupied by industry. There are over 40,000 acres of land currently designated in city master plans for industrial development and there are more than 20,000 acres now zoned for industry by the cities and the County. By comparison, the County's high and low estimates of industrial land needs by 1990 are a relatively modest 15,640 and 11,850 acres respectively. It is apparent that many conditions other than an industrial designation on a Plan, or location within an industrially zoned area will determine whether industrial development actually occurs. In such a buyer's market, the advantages to a particular industry of a specific location will probably have a greater weight than most of the incentives offered to it by the local government.

* Santa Clara County "Subcommittee Reports to the Planning Policy Committee of Santa Clara County", January, 1968, P. 45

As shown by Table B-1 of Appendix B, the total amount of land in industrial use in Gilroy in 1967 was 153 acres, including 48 acres devoted to transportation and utilities (such as the railroad facilities). The total amount of land zoned industrial was 369 acres, of which only 102 acres was actually in industrial use. Some of the remaining 267 acres of industrially-zoned land were in non-conforming uses such as residential, while some were in non-industrial but conforming uses such as commercial activity. However, 203 acres of the industrially zoned land were either in agricultural use or vacant. If industrial land demands in Gilroy over the next 20 years expand at the same rate as the anticipated county-wide demands, Gilroy already has ample lands set aside for industrial purposes. There is no way to predict with any confidence whether Gilroy's future needs will outstrip, keep pace with, or lag behind those of the County.

The General Plan allocates 575 acres to industrial use excluding street area, assumed to be 20 percent of gross area. This is nearly four times the acreage now devoted to these purposes, and except for completely unforeseeable developments is obviously ample for Gilroy's probable industrial growth requirements. In order to avoid unsightly, scattered development that will hinder the full utilization of its land resources, the City should consider ways in which new industry can be accommodated in one section of the industrial area at a time. When the section approaches full development, a new section can be readied for additional industrial plants. The southern section, generally south of Tenth Street on both sides of Chestnut Street, should be the area given emphasis in new industrial development. The area north of Leavesley Road, between Monterey Street and the freeway, could receive attention when the southern area is almost fully occupied, and could provide assurance that the City's longer-term industrial development needs could be accommodated.

In selecting the areas of the city to be used for industry, the Plan takes into account the locational factors that have been found to be of highest importance to industry. The following list is taken from the Santa Clara County Committee Report.*

- "1. Physical Suitability - level, well drained, and stable soil.
 2. Availability of utilities.
 3. Depending on the specific type of industry, accessibility to transportation facilities such as freeways, railroads, air terminals, or deep draft ship channels.
 4. Variety of lot size to accommodate different types of industry.
- The three basic types of industrial areas and their site needs are:

* Ibid

- a. Conventional industrial areas subdivided in such a way as to provide a variety of small sites, from one acre up to 25 acres or more.
- b. Planned industrial districts or parks, with a minimum total area of 100 acres and providing flexibility in site sizes.
- c. Individual, independent plant sites for industries requiring large land areas from 25 to 1,000 acres or more per site.

These sites may be grouped or scattered in an orderly manner. Such development has both physical and aesthetic advantages.

In addition to lessening congestion, an individual plant with a low structural density (low coverage and extensive setbacks) can provide a green open space among close-packed commercial and residential development surrounding it."

Gilroy is very fortunate in having a considerable area of land that meets the foregoing criteria. It is also fortunate in that the land is assembled in large parcels which will provide flexibility in developing industrial parks.

In allocating a band of land east of the future freeway by-pass for industrial use, the Plan recognizes not only the needs of activities commonly thought of as industrial, but the needs of Gilroy's special industry: agriculture. The preservation of agricultural lands is discussed at greater length below in the section that deals specifically with agriculture, but a brief rationale for indicating a continuous band of industrial land along the eastern edge of the freeway by-pass is to place a buffer between the agricultural lands and urban development. It is hoped that this will further discourage expansion of residential uses into the agricultural lands east of the freeway.

No attempt has been made to predict the kinds of industry that Gilroy can or will attract in the future. Manufacturing of food products in 1966 accounted for almost two-thirds of the employment in manufacturing. With a strong agricultural base close at hand and excellent access to all of the southern part of the County, San Benito, Monterey, Merced, and Stanislaus Counties and beyond, Gilroy might continue to grow in the processing and manufacture of food products and related items. The recent decision of Crown Zellerbach Corporation to build a plant in Gilroy is an illustration of the kind of manufacturing related to agriculture that the city might attract. A big problem of agriculturally dependent industry is the matter of seasonal employment. As an example of the extent of this problem, one food processing plant in the city employs 650 persons in an "around the clock" operation from May to December, but employs only 150 persons the rest of the year. This can create economic hardship in the community and diminish the attractiveness of the industrial plant for the city.

The goals of the General Plan that are concerned with fostering beauty and creating a pleasant living environment must not be overlooked in the industrial sector. The Plan recommends that industrial parks be created in which industry can be protected from incompatible neighbors and can be sited on parcels that are of the size and shape needed. Through the application of good site planning such as proper design of streets, screening and control of unsightly or excessively noisy operations, application of landscaping, and provision for adequate off-street parking the industrial sector can add vitality and a dynamic character to the City's overall image.

G. Parks, Recreation and Open Spaces

In recognizing the goal of well designed and readily accessible parks, recreation facilities and open spaces adequate to meet future needs, the following principles are reflected in the General Plan:

1. The total park and recreation area required by a community is a function of population size.
2. Park and recreation facilities of varying sizes, function and location are needed to serve the entire population of a community.
3. The higher the density in a particular district of the city, the greater is the need for public parks and open space to be provided within that district. Even relatively small park areas in these locales can have a utility and value disproportionate to their size.
4. Temporarily vacant land is not an adequate substitute for permanent, publicly owned park and recreation space.
5. Open space becomes more valuable to the community when it is distributed throughout the urban area and connected by links to form a continuous pattern.
6. Open space does not have to be the most costly land in the city, but can be provided to a large extent from land of low economic use if effective provision is made in advance.

The future park and recreation land requirements in Gilroy have been based upon a generally accepted standard, derived from State and County studies of 10 to 15 acres per 1,000 population. For the projected population of 58,000 persons within the area south of Fitzgerald Road, the Plan indicates a total of 665 acres of park and recreational facilities of all types.

This space devoted to these facilities has been distributed throughout the city, and reflects the varying size, function and locational criteria of each type of facility.

It is proposed that each of the recommended new elementary schools should provide five acres of playground space. In addition, there should be one to two acres of public space in each neighborhood devoted to a park designed for passive recreation or specialized recreation facilities not provided on the school site. A small neighborhood center, containing a meeting room, might be a part of such a facility, and other uses might include tennis or squash courts for example. Standards for neighborhood park facilities are described in Appendix F. Each of the new intermediate schools will provide a minimum of 10 acres of recreation and playfield space, and each of the high schools will provide approximately 25 acres. In addition to the recreation space at the school sites, several small parks are recommended close to the areas of existing or proposed higher density, including a new city park close to the Civic Center. Several new large city-wide parks have been located on the west side of the city in the foothills, to take advantage of the availability of suitable sites and the greater attractiveness of the natural setting and topographic character of land in that area. Sites of all existing parks and recommended general locations of proposed parks are shown on the General Plan map, although the map does not extend far enough to the west to include the country club and golf course.

The city as it exists now gives a sense of abundant open space due mainly to the wide, tree-lined streets in the older sections and the large areas of by-passed undeveloped land in the newer sections to the north and west. It is unlikely that these will continue to provide the sense of openness on a permanent basis. Since the bulk of the potential residential development proposed is of a low density character, there will be ample land available for open space if the new subdivisions are designed to make use of it. By utilizing the cluster principle and other modern concepts of development in which greenways, pedestrian trails and other permanent usable open space provide links between neighborhood facilities and a secondary non-vehicular circulation system, the city can retain much of its present feeling of openness. However, if the standard type of subdivision remains the conventional form of development in Gilroy, the amenities of openness will soon be destroyed. The concept of subdivisions as arrangements of rectangular lots adjacent to each other lining the local streets and thereby occupying all the land area within the subdivision must be replaced with a more imaginative and amenable pattern.

Utility rights-of-way, creeksides, and arroyos are indicated on the Plan as part of a linked network, providing fingers of open space that extend into the developed portion of the city. These fingers, when linked with parks, schools, and other community facilities, can become the framework for a system of hiking and bicycling trails throughout the city, connecting the residential areas with the western hill slopes.

The most serious deficiency of the city from a recreation viewpoint is the absence of water as a form of open space. Preliminary sketches of the proposed Northside Park, north of Arnold Drive, show the creation of a chain of small ponds from Miller Slough. This idea should be adapted if at all feasible to other park areas in the city.

Sensitive treatment of Uvas Creek to produce a park chain connecting existing Christmas Hill Park to the north with the proposed park located immediately west of the intersection of Uvas Creek Parkway and the Santa Teresa Expressway, and to the south with the intermediate school located near Thomas Lane, could provide the community with recreation space of a different character. The area could be left as much as possible in an improved but still naturalistic state to provide opportunities for fishing, strolling and other activities. A low check dam on the creek would ensure the presence of water during the dry season.

Another possibility of a stream-side park is along Llagas Creek, extending north and south of Gilroy through the agricultural lands well to the east of Gilroy. Llagas Creek has already been considered by the county as a possible linear park extending from the vicinity of Uvas Dam and Reservoir northwest of San Martin south to the Pajaro River. If developed by the county, this would provide an excellent facility for extensive hiking, horseback riding, or bicycling and could be linked with some of Gilroy's parks and trails.

Together with the acquisition of public recreational facilities, the community should encourage and permit the development of a variety of commercial recreational facilities. Their development in locations where large numbers of people can easily gather is indicated in the Plan, and depending upon the character or needs of the particular use would be appropriate in the areas designated for auto-oriented commercial use. The downtown is an especially suitable location for certain types of commercial recreation. At the present time, Downtown contains only the movie theatre, a bowling alley and a few bars and pool halls.

H. Public and Community Facilities

1. Schools

Criteria for the type, site area and general location of schools are those of the Gilroy Unified School District. The District proposes three levels of schools: elementary school for grades K-4; intermediate school for grades 5-8; and high school for grades 9-12. The recommended site area for elementary schools is 10 acres including 5 acres to be used for a playground. The recommended site area for the intermediate school is 20 acres with 10 to be used for playfields. The recommended site area for the high school is 50 acres with approximately 25 acres

of this to be used for playfields and other outdoor recreational needs. Other details of the Planning standards and assumptions used in developing the plan are described in Appendix G. Where possible, school sites have been shown linked to the extensive open space trail system in the Planning Area.

Elementary schools have been spaced on the Plan so as to serve a population of from 3,500 to 4,500 each. Their precise location has not been shown, but they should be sited in such a way that the maximum walking distance between home and school is no more than one-half mile. The Plan proposes that they be located with access from a collector street rather than a thoroughfare. If, as proposed under the subsection on Parks, Recreation and Open Space, a neighborhood center and park is also acquired in conjunction with the elementary school, the site should be increased from 10 acres to a minimum of 11-1/2. The Plan calls for 14 new elementary schools in addition to the five existing schools and for phasing out the inadequate Eliot Elementary School and its conversion to a neighborhood service center and park area.

Intermediate schools have been spaced on the Plan to serve a population of approximately 14,000 each. Except for Brownell School and the intermediate school to be built on a site west of Kern Avenue, locations shown are not necessarily intended as precise recommendations but only generalized indications of the spacing required. They should be situated so as to be accessible from either a major or secondary thoroughfare. The Plan indicates three new intermediate schools in addition to existing Brownell School.

High Schools have been planned on the basis of one school per 20,000 - 25,000 population. The present high school is well located to serve the residential areas south of First Street and east of Princeville Street. The new high school, when built on the recently purchased site at Miller Avenue and Santa Teresa Expressway, west of Christmas Hill Park, can serve the population west of Princeville Street. Its location at the proposed intersection of Tenth Street and the Santa Teresa Expressway will provide good accessibility to the north, south and east. A site for the proposed third high school is recommended between Kern Avenue and the Santa Teresa Expressway in the vicinity of Day Road. This location will give it excellent accessibility and will permit it to serve the future expected population growth in the northern area.

2. Civic Center

The City Hall, Wheeler Civic Auditorium, City Police Department, Sheriff's Office, City and County Courts, and the Rural Fire Department occupy most of the four-acre block bounded by Rosanna, Sixth, Church and Seventh Streets. There are several residences along the south side of

the block. The Plan recommends that the civic center remain in this location and be expanded by the acquisition of the rest of this block and as much of the block immediately to the east as will be needed to serve the future population. This site would provide a maximum of eight acres of land, and should be ample to house all administrative, public safety, justice and some service functions. Included in these functions would be the library, art and crafts center, a central city park, and other activities which would make this area a focus of public interest and activity. Appendix H provides a tabulation of the possible future space requirements for Civic Center facilities, and a comparison with the existing space occupied. By proposing that the present civic center be expanded eastward, the Plan would provide a means of physically tying the governmental and public functions of the civic center to the commercial and public functions of the Downtown, thereby adding strength to both. The diagram on page 38-9 illustrates a possible plan for the overall Civic Center area.

3. City Library

As stated above, the Plan recommends that the main city library be situated in the civic center complex. Because the need for a new library site is so urgent and funds to build the new library are expected to be available in advance of funds to build other components of the civic center, the Plan suggests that preliminary plans for the entire civic center complex be drawn as soon as possible, and the plans for siting and designing the library be developed from these. Branch libraries may prove to be desirable as additional facilities in the future, and should normally be located in or near intermediate of high school sites, or close to shopping centers.

4. Fire Department

The main fire station, which should be located on a major thoroughfare, has been planned for location near Tenth and Chestnut Streets. Such a location will give fire trucks ready access to all parts of the city. An auxiliary station is proposed on the present city property on the west side of Wren Avenue approximately a quarter mile north of Hecker Pass Road. These locations would satisfy the requirements specifying the maximum allowable distance between fire stations and the various classes of land use, as expressed by The National Board of Fire Underwriters.

5. Sewer Farm and Dump

The city owns 190 acres southeast of the city which is occupied by the sewer farm and the dump. The sewage treatment facilities are scheduled to be expanded to accommodate the increased load when the trunk sewer is built from Morgan Hill. The site is ample for the proposed and projected facilities. Since the site of the sewage treatment plant and dump is well outside the section of the city proposed for urban development and poses no problems of objectionable odors, dust or smoke, the Plan recommends that this location be continued for waste disposal activities.

6. Other Institutional Uses

Certain other uses of an institutional, semi-public or community facility character have been indicated on the General Plan, although for reasons previously described, it is not intended to reflect all future institutional developments and uses. Among those reflected on the Plan and recognized as relatively permanent components of Gilroy's urban pattern are Gavilan College, the I.O.O.F Children's Home, St. Mary's Catholic Church and Parochial School, the two cemeteries, the Armory, the Convalescent Hospital on Murray Road and Wheeler Hospital. It is probable that the future population in the planning area will require the expansion of the existing hospital facilities and this may result in the development of a new hospital and medical complex on a site not foreseen in the Plan. The lack of any basis for determining which agency or institution might be responsible for this development, or which kind or size of medical facility might appear, makes it impossible to indicate a location or size of site which might be required. A similar condition applies to the future provision of new cemetery facilities, which may be required within the Gilroy area when the existing cemeteries are completely occupied.

I. Civic Beauty and Community Appearance

Concern for civic beauty is implied or expressed in all of the goals for Gilroy. To be effective, beauty should not be applied cosmetically after design decisions have been reached, but should be inherent in the decisions themselves. The Plan calls for the city to adopt policies which will ensure its orderly growth and will establish development patterns that enhance the community appearance. But civic beauty and community appearance is not the concern of public agencies alone. It must be the concern also of property owners whose properties are viewed by the public and which in total make up the form and appearance of the city.

Detailed and precise design recommendations for the creation of beauty is beyond the scope of this Plan, but a number of recommendations are proposed and features shown which can form the basis for subsequent public and private action. These are listed as follows but without any order of priority:

1. It is assumed that city-wide urban design is an appropriate aim in its own right, and can be a means for bringing distinction to the city and order out of chaos along selected major commercial streets.
2. "Good design" (of buildings, parking lots, signs, open spaces, etc.) is a minimum goal, and "distinguished design" should become the goal more normally attained.

3. The following detailed proposals are reflected in the Plan:
 - a. More parks in areas of the city where they are now absent;
 - b. Pleasant streets which will encourage people to take pleasure in walking;
 - c. A system of bicycle pathways and pedestrian trails;
 - d. Other amenities that stress walking, movement, and city-wide circulation by means other than the automobile for persons of all ages who do not have or do not choose always to use the automobile.
4. Entry points into the city should not be merely a collection of signs, but can be beautifully designed landscaped entrances indicating civic pride and a concern for civic beauty.
5. Major streets should be provided with landscaped features to become not only corridors of traffic but enjoyable and beautiful spaces throughout the city. A design for Monterey Highway is shown on page 81.
6. Overhead utility lines and all wooden poles should be removed in central areas, and ultimately throughout the city, and undergrounding of utilities should be required in all new developments.
7. Adequate open space, landscaping, screening of open uses, compatible signing, careful site planning and architectural quality, and a strengthening of city design through the plan review process should become standard provisions for all new development.
8. Existing properties (public and private) should be upgraded where carelessness or neglect has contributed to the ugliness of the city's streets, commercial areas, and residential neighborhoods.
9. Historical buildings and other landmarks that give the resident a tie with the past should be preserved.
10. The slopes in the steeper hill areas should be protected and preserved through the adoption of low density standards, and the use of cluster development to reduce the amount of road construction and hillside grading.
11. All billboards and non-conforming signs should be removed and sign regulations should be enacted that foster restraint in signing while enhancing rather than detracting from the beauty of the city.
12. Skillful attention should be given to the selection of well-designed and attractive street furniture (street light standards, street signs, benches, hydrants, planters, etc.) so that the streets become a unified, uncluttered composition.

J. Agriculture

The preservation of agricultural lands as a means of maintaining the economy of the planning area, providing jobs for people close to their homes, and preserving the open space character of the area, are among the goals of the General Plan. Therefore the Plan indicates containment of urbanization to an area large enough to meet foreseeable needs, but which will not intrude unnecessarily into the economically productive agricultural lands. The boundaries of this urban area reflect the total land needs for residential, institutional, commercial and non-agricultural industrial uses through 1985 - 1990, and in order not to inhibit development or to set too rigid a framework for future growth, the boundaries provide approximately 40 - 45 percent more space than is anticipated to be required over the next twenty year period.

The adverse effects of urban expansion upon agricultural needs will be minimized if growth is channelled into these areas which are of less value to agriculture, either because of unfavorable soil, drainage, and slope characteristics, or where the land ownership pattern discourages efficiently operable holdings. According to U.S. Soil Conservation Service maps, the best remaining agricultural lands are to the east of Gilroy. Fortunately these are the land areas which have to date been less affected by development pressures, and have been retained in larger parcels. The lands to the west of Gilroy have already been subjected to development pressures and have become less efficient for agricultural use. The Plan encourages urban expansion to the south, west and north while at the same time places a boundary on the east at the future U.S. 101 freeway by-pass. The Plan reinforces this eastern boundary of future urbanization by proposing that the lands just east of the freeway be designated for industrial use.

When urban development becomes scattered in the search for cheaper land, for the amenities of open space, and for simpler acquisition procedures that come through dealing with large single ownerships, agricultural viability is weakened and sometimes destroyed. This is brought about by increased taxes on surrounding agricultural lands and interference with efficient fertilizing, pest control, and harvesting operations. Through its proposals to contain urbanization and to use the lands for development that are least desirable to agriculture, the Plan strengthens the role of agriculture in the planning area.

The Plan will mean nothing if the city does not respond with firm policies to support the proposals. First, the City of Gilroy should support the studies and programs of the state and county for the preservation of agricultural lands, and should urge and support effective legislation which encourages and permits the continuation of farming as an industry in the planning area. Secondly, the City of Gilroy must limit the extension of urban services to those areas that it wishes to become urbanized. The city must also limit the rate of expansion of urban services to coincide with the actual needs for city growth. It can do this through strict zoning procedures which will restrict residential development east of U.S. 101 by-

pass. Through its capital improvement program and an effective subdivision ordinance, the City can attract development to those areas which do not pose a threat to agricultural operations. Thirdly, the city and county should develop cooperative agreements whereby the county would refrain from approving urban development outside the city in locations in conflict with the city's adopted General Plan. The County Board of Supervisors has already indicated it intends to give leadership to such a procedure.

K. Urban Expansion and Annexation Policies

One of the fundamental planning concepts for the Gilroy Planning Area is containment of new development in and immediately around the currently developed areas of Gilroy and San Martin. Conversely, it is recommended that the city prevent or discourage urbanization from occurring on scattered sites throughout the South County. In particular, the city should resist urban development pressures within the areas between San Martin and Gilroy, and anywhere outside the area designated on the General Plan map as that reasonably required to accommodate the development which is likely to occur through 1985.

This concept supports several objectives of the General Plan: to retain the distinct identity of Gilroy and San Martin by ensuring that there is a tangible physical separation between the two communities; to retain Gilroy's rural identity and unspoiled natural scenic character by preserving valuable open spaces; to preserve economically productive agricultural lands as long as possible through appropriate zoning, the use of agricultural preserves, and by discouraging the extension of city services into areas where development would lead to the elimination of agriculture and to premature urbanization.

In order to implement provisions of the General Plan for containing urban development and preventing leap-frog development, the City must re-examine its policies to extend utilities (sewer and water services) into uninhabited territory. Although outlying land may be cheaper and more economically attractive to develop, the City by encouraging premature development will promulgate urban sprawl, disperse its staff and financial resources over too broad a geographic area, and perhaps will be premature in investing municipal funds and creating long term bonded indebtedness for purposes only marginally related to the general welfare. Also it will very likely speed up the process whereby older deteriorated areas, which need city assistance, rapidly become less livable and desirable, only to be the subject of urban renewal actions ten or so years in the future.

The most significant areas where this problem is likely to occur are south to Gavilan College, where development ought to take place incrementally outward from the present built-up area, and northerly in the area between San Martin and Gilroy along the trunk sewer line. In the latter instance,

Morgan Hill and Gilroy should adopt very rigid policies and procedures for the approval of hook-ups to the trunk sewer. In fact, it would be better for Gilroy if no hook-ups were allowed between Day Road and Highland Avenue south of San Martin during the next five years at least, so that all new development was concentrated in and around the present population areas. After this initial period, utility connections might be permitted in the area between Day and Fitzgerald Roads, Monterey Highway and the Santa Teresa Expressway if the area to the south of Day Road was approaching full development. The City has this profound power to foster scattered development throughout the entire area north to San Martin, or to avoid this unfortunate pattern. The City should use this power wisely and should avail itself of this unique opportunity to shape its destiny. It can guide development in a form that can be far superior to anything that would occur if the city simply accommodates itself to the forces and wishes of land speculators and developers.

Additionally, it is important that the City oppose any moves by property owners outside the city to obtain city-type services by forming special districts rather than requesting annexation to Gilroy, or requests to obtain zoning concessions from the County.

It also appears necessary to adjust policies with respect to the annexation of land. While it is prudent to annex land well in advance of development, provided it is within the logical ultimate territorial limits of the city, it is illogical to guarantee or encourage indiscriminate or premature development, or leap-frogging, within annexed territory if such action will stimulate urban sprawl and the expensive extension of city services.

The City should support State legislation that will provide cities with greater powers to annex lands within their logical sphere of influence. Such legislation is the only way, over the long run, to ensure that incremental urbanization will take place and to avoid the problems of unincorporated inhabited islands growing up within the city's sphere of influence. Accordingly, to facilitate annexation decisions, legislation is needed to ease the powers of cities to initiate area annexation proceedings and to bring about annexation of areas surrounded by the city. The alternative to present practices is for the legislature to take control of annexation out of (or partly out of) the hands of local property owners and voters and give it to the City, the courts, or an impartial board, and to effect large rather than small piecemeal annexations.

Finally, the City should support the policy recently adopted by the County Board of Supervisors that urban development, outside a city yet within its influence, be primarily subject to approval by the City rather than by the County. The city should also discourage lot splits and sub-standard developments within county territory, lest such actions encourage incremental urban development outside the urban envelope that is in opposition to City policy.

L. Schematic Neighborhood Plans

Under the terms of the General Plan program, more detailed design recommendations were called for in selected areas, which would provide suggestions and examples of the way in which development should be guided in specific sections of Gilroy in conformance with the General Plan proposals. The Plans are "schematic" rather than "prescriptive", illustrative rather than literal representations of development patterns. They provide a guide to be used by city staff and officials in processing development applications and in determining public improvement actions. The schematic plans, while reflecting the adopted policies of the General Plan, have not been officially adopted, and it would be inappropriate for such action to be taken. The Downtown and Civic Center area comprised one area of concern, and this has already been described and illustrated in a preceding section. Boundaries were defined and recommendations prepared in graphic form to illustrate possible approaches to resolving existing problems or future challenges for six additional sections or neighborhoods in Gilroy.

The original program outline envisaged three classes of areas for which schematic plans would be developed: areas where physical problems already exist in the form of poorly-designed intersections, land use conflicts or set-back problems; areas which are currently experiencing rapid growth and pressures from new urban developments, and in which the alignment of new street extensions or the location of new community facilities are questions yet to be resolved; and areas in peripheral rural sections of Gilroy where the general configuration and allocation of land uses and circulation facilities should be defined as guidelines for development policy and execution. It became apparent after the first few months of work in the community that these three classes could not easily be separated one from another, and it was more realistic to recognize only two main categories: areas, generally in the older section of Gilroy, with existing problems and experiencing moderate growth and change; and the newer peripheral areas experiencing rapid growth and pressures from new development. The first two areas described below fall in the former category, while the remaining four areas are in the latter class.

1. East Gilroy Neighborhood

The main purpose of the proposals made for this area* is to enable it to continue and to improve as a residential neighborhood, recognizing the impact upon it of surrounding industrial development. The area will experience some stimulus for new development and for redevelopment as a result of improvements to the circulation pattern. North-south movement has in the past been discontinuous and difficult, and this will be remedied by the construction of Chestnut Street as a secondary thoroughfare extending from Leavesley Road (along Murray Avenue) south to Luchessa Avenue. Highway 101 will be constructed as a freeway by-pass to the east of

* Bounded by Leavesley Road, future U.S. 101 freeway, future Tenth Street, Monterey Street.

this neighborhood, with interchanges at Leavesley Road and at Tenth Street, a new east-west major thoroughfare which will supersede Old Gilroy Road. Gilman Road will continue as a secondary thoroughfare, providing access to and from areas on the east side of the valley, and will be carried across the freeway on a grade separation.

While it is unrealistic to expect the existing industrial and commercial service areas abutting the railroad right-of-way to be displaced, they can become better neighbors for the residential uses by means of screening, landscaping and good housekeeping. The block between Alexander and Forest Streets, north of Eighth Street is split between industrial and medium density residential use, with the alley as the dividing line. No rear access to the industrial properties should be permitted, and a landscaped fence or wall should be installed to enhance the residential environment. Low-density, predominantly single-family residential areas should be buffered from non-residential uses either by medium-density residential areas or by open space greenbelts, which could be used for tennis courts, lawn or other planted areas. Where feasible, new medium-density structures could be built following row-house or garden apartment designs with layouts providing common usable open space. Where new low density residential areas abut the freeway or thoroughfares, the lots should back up to them, and be separated from them by landscaped decorative fencing or by a greenbelt. Some cluster-type residential development should be encouraged in areas of adequate size, such as the area immediately south of Leavesley Road or the half block north of Ninth Street.

On the west side, adjacent to the Downtown area, improvements should be made to the rear entrances and backs of the commercial structures which front on Monterey Street as part of the overall Downtown revitalization program. The strip of land between the railroad tracks and Railroad Street has been recommended for improvement as a parking area for the use of persons employed in Downtown businesses. The proposed realignment of Lewis Street to link with Fourth Street, and the closure of Martin Street west of Railroad Street can improve traffic circulation and protect the residential amenities of the area to the east. A loop street system can be developed by the construction of landscaped traffic barriers diagonally across certain four-way intersections. These can assist in breaking the grid pattern of streets and discouraging unnecessary through-traffic movement. Two locations are suggested for this treatment, at Forest and Martin, and at Alexander and Martin Streets. In this same area, efforts should be made to preserve the historically-valuable Church of the Nazarene and to enhance its setting.

An important part of any program to upgrade and improve a residential neighborhood is the development of modern, adequate community facilities. The East Gilroy area is fortunate in some respects, as it already contains the Gilroy High School, and McMullen Park, a small facility which is intensively used. Any increases in population in the area will demand the provision of more adequate elementary school facilities and recreation

areas. It has been recommended in the General Plan that existing Eliot Elementary School be replaced by a new facility three blocks to the north. The existing sub-standard site and structures could be converted to park use. A community center, including a medical clinic, job training center, family counselling and other functions could be developed either on the old Eliot site or in association with the proposed new school site. Seventh Street is indicated for closure for one block on both sides of Chestnut Street, to produce larger and more usable blocks, to limit undesirable through-traffic movement, and to limit the number of intersections along Chestnut Street, a new secondary thoroughfare.

Here, as in the other areas described below, the major principle applied to the circulation pattern is that the intersection of local access streets with thoroughfares should be avoided and that collector streets should intersect with thoroughfares only at a limited number of widely-spaced points. In this way, through-traffic is routed on thoroughfares, and neighborhood streets carry only local traffic, thereby protecting the residential amenities and improving the functioning of all the city's streets. Where two thoroughfares intersect, left-turn pockets should be provided within planted median dividers to permit a free flow of traffic and to lessen the hazards of turn movements.

2. West Gilroy Neighborhood

This area* comprises the bulk of the more mature residential development of Gilroy, together with some newer housing areas. It also contains the Glenview Elementary School, the Brownell Intermediate School, as well as Wheeler Hospital, the City Hall and the School District Administrative Offices. Most of the recommendations made in the schematic plan relate to improvements which could be made to the basically grid-iron circulation system in the area which would tend to conserve and upgrade the existing quality and values of the residential development. At the present time, there is insufficient differentiation between the purposes and functions of the various streets traversing the neighborhood.

In the General Plan, apart from the streets which bound this area, only three streets are designated as either collector streets or secondary thoroughfares. Third Street is a collector street between Church Street and Miller Avenue, Princevalle Street is a collector street from Third Street south to Tenth Street, and Sixth Street is a secondary thoroughfare for its entire length. All the other streets serve only for local access purposes, and this function can be enhanced by the creation of loop streets created by diagonal traffic barriers, and of cul-de-sacs where local access streets meet thoroughfares. These cul-de-sacs prevent

* Bounded by Church Street, First Street, Miller Avenue, Princevalle Street and Tenth Street.

vehicular movement between the thoroughfare and the local street, while provision can be made for pedestrian access to be retained. In two instances, portions of Carmel and Eighth Streets are indicated for closure in order to recapture valuable land area adjacent to school and park facilities, which can be used for the expansion of these facilities.

The extension of Tenth Street as a major thoroughfare, east from Monterey Street to the interchange with freeway, and west from its present terminus at Princeville Street to the Uvas Creek Parkway and the Santa Teresa Expressway, will create some problems along its presently-developed section (between Monterey and Princeville Streets). This will be particularly acute in the long block west of Hanna Street, where existing residences front on the right-of-way. In order to preserve the unimpeded characteristics of a major thoroughfare, three possible schemes are illustrated on the schematic plan. Two of these indicate how Tenth Street could be constructed parallel to and immediately south of the existing street, swinging away at Rosanna Street, and permitting the existing street to be used as a separate frontage road. In one case access to this frontage road could be gained from Tenth Street east of Rosanna, while in the other there would be no connection provided. The third possible design would utilize the existing right-of-way, widened on the south side to permit the construction of a major thoroughfare cross-section with median divider. It would be desirable if curb-cuts were eliminated on the north side, and the lots on this side of Tenth Street would then use the alley at the rear for garage access and off-street parking. Hanna Street would become a northbound one-way street for one block north of Tenth Street, blocked off at Fairview Drive, while Rosanna Street, and the alley between it and Hanna Street, would be closed at Tenth Street.

3. Welburn-Wren Neighborhood

This area* has experienced relatively rapid development as one of Gilroy's newer residential sections, and contains some of the newest commercial uses in the city along its southern boundary. The future Northside park lies within the neighborhood, as does Las Animas Elementary School and the Armory.

The schematic plan spells out recommendations on the detailed design of new residential areas within the neighborhood, showing how it can tie in to the existing developed sections and local street system as well as to the proposed new thoroughfares ringing the area. This applies particularly to the small area between Northside Park and Wren Avenue, and along the east side of Kern Avenue. Wayland Lane is shown extended north and to the west to intersect with Wren Avenue at Maria Way, and Lawrence Drive is indicated as the only connection linking Wren and Kern Avenues between

* Bounded by Church Street, future West Leavesley Road, Kern-Wren Avenue, and First Street.

West Leavesley Road and Welburn Avenue. There would be no other street intersection along Kern Avenue, in order to allow it to operate efficiently as a secondary thoroughfare. Residential development would back up to Kern Avenue (and West Leavesley) and would be separated from it by a greenbelt or landscaped decorative fence or wall.

Cul-de-sacs would be created at Amanda Avenue and West Leavesley Road, and at El Cerrito Way and Wren Avenue to prevent immediate vehicular access to the thoroughfares, but providing free pedestrian movement. It is recommended that Welburn Avenue be closed at La Coche Way in order to prevent difficulties in traffic management where Church Street meets West Leavesley Road. It may be difficult to retain Welburn as a collector street, and to limit undesirable through-traffic movement if Welburn is one leg of a four-way intersection at this location. The schematic plan illustrates the proposed design of a three-way intersection providing free right-turn traffic movements on all three legs, while the two left-turn movements would be accommodated in protected turn pockets. Traffic on West Leavesley Road would be given priority.

4. Westwood Neighborhood

This area* is at a relatively early stage of development, with only a small proportion presently developed with urban uses of recent vintage. Apart from the residentially subdivided area, which contains some duplex units and the Nob Hill center and office buildings, the bulk of the neighborhood is presently in agricultural use or in two large cemeteries.

The schematic plan attempted to provide recommendations on city policies for street alignments and extensions, the pattern and character of future land development and the public facility requirements which growth in this area will demand. In order to achieve a desirable level of amenity, in the neighborhood, an efficient and economical circulation system and an attractive creekside parkway, only two streets are shown as intersecting with the Uvas Creek Parkway: Juniper Drive, a collector street, and Wren Avenue extension, a secondary thoroughfare. The design of the future connection between the Parkway and the Expressway will require additional studies, but consideration should be given to the possibility of a grade separation with the Parkway passing under the Expressway as it bridges Uvas Creek. No other streets should be permitted to intersect with the Parkway, nor should abutting development have access to it, but should back up to it and be separated from it by greenbelts or landscaped fences.

In addition to Juniper Drive, the only collector streets are Third Street and an unnamed future street linking Third Street to Wren Avenue extension,

* Bounded by Hecker Pass Highway, future Santa Teresa Expressway, future Uvas Creek Parkway and future Wren Avenue extension.

and no other street should intersect with Wren Avenue from the west. New collector streets from east and west should terminate at Wren Avenue and should not be continuous. The future single family or low-density residential areas could become cluster developments designed around a system of common usable open space, or with a curvilinear street pattern. Encouragement could be given to the development of medium-density row houses or garden apartments minimizing street areas and maximizing recreational open space in the areas designated for multi-family use. A new elementary school site is indicated adjacent to the expressway west of Juniper Drive. The land between Wren Avenue and the cemeteries is not required for commercial use and should be designated for medium-density residential development.

5. Miller-Sixth Neighborhood

This area* is a bridge between the unurbanized agricultural areas on the western edge of the city and the mature developed areas of central Gilroy. Its northeastern quadrant contains residential uses of relatively recent construction as well as the new El Roble elementary school. The remainder of the area is generally undeveloped, except for the medical office center now approaching completion at the south-west corner of Sixth and Princeville Streets. The principal internal streets shown in the General Plan are Sixth Street, designated as a secondary thoroughfare, Miller Avenue extending easterly to link with Eighth Street and two other collector streets, linking Wren Avenue to Sixth Street and Tenth Street to Miller Avenue extension. The latter three streets are indicated as collector streets. The General Plan calls for low-density residential use throughout the neighborhood, a second elementary school and two neighborhood park areas.

Because of the large unfragmented areas of land available for residential development in this part of Gilroy, it is particularly appropriate to encourage and to require that new subdivision activity recognize new land-planning concepts. This neighborhood has the potential to a greater extent than some of the others described here to attain a high quality of design excellence by incorporating usable open space into the residential development. As in other areas, no new residential development should front on the thoroughfares or the Uvas Creek Parkway which form its boundaries on three sides, nor should any new frontages be permitted along Sixth Street. In this way the traffic-carrying purposes and capacity of these streets as well as the public investment they represent can be maximized, while the amenities and safety of the residential development can be assured.

Intersections of collector with thoroughfare streets are indicated at only a limited number of points (in most cases to a single location along each stretch of thoroughfare), and efforts should be made to resist any attempts

* Bounded by Third Street (extended), Princeville Street, Tenth Street, future Uvas Creek Parkway, and future Wren Avenue extension.

to introduce additional street openings along the thoroughfares. No local streets should open directly on any of the designated thoroughfares. The only intersections along Uvas Creek Parkway would be Wren Avenue extension, Sixth Street and Tenth Street, which alone would cross Uvas Creek. It may be possible to avoid signalized intersections at the first two of these streets, by giving Parkway traffic priority and providing free-moving right turn lanes from and to the Parkway. Only traffic making left turns on to the Parkway would observe stop signs, and an acceleration lane in the Parkway median would improve the safety of these turn movements. Existing Mesa Road would be closed at the Parkway, but would continue to provide pedestrian access to the Creek and to a footbridge, replacing the present creek crossing, leading to Christmas Hill Park. A small roadside parking area along the Parkway at this point would permit visitors to leave their cars on the east side of the Creek and to walk across the footbridge into the park. A detailed recommendation for extension of the local street system is illustrated, showing Filice Drive continued south of its present terminus and curving eastwards to link to Eschenburg Drive. This would prevent the continued extension of the existing grid-iron street pattern in this vicinity. No further westerly extensions of Seventh or Ninth Streets, or of Fairview Drive, should be contemplated. Improved community design can be obtained by breaking the unnecessary continuity of local streets in this way and diverting cross-town traffic to the thoroughfares built to accommodate these movements.

6. Gavilan College Neighborhood

A major objective in preparing a schematic plan for this area* was to indicate suitable relationships between the College and neighboring residential development, and the design of access points to the Santa Teresa Expressway. It has generally been considered undesirable for any commercial development to occur in close proximity to the college. The principal reasons for rejecting commercial development adjacent to the college are that it has its own cafeteria and student facilities, that traffic conflicts would tend to be created due to the configuration of the local street system, that a large commercial center is indicated on the General Plan a short distance to the north, and that the General Plan policies do not favor proliferation of additional commercial areas.

The plan has assumed that hillside and low-density residential development will adjoin the college to the north and that on the other three sides the land will remain in agricultural use or in undeveloped hillside. Cluster-type residential development with generous provision of open space for common use, or hillside development avoiding any large-scale grading, the removal of natural cover, or the destruction of the natural drainage system would constitute the recommended character of adjoining areas.

* Comprising the Gavilan College site with the adjoining peripheral areas on the north and east.

The schematic plan provides a detailed design solution to the problem created by the alignment of the expressway, Mesa Road and the location of the entrance to the College parking area. It is proposed that Mesa Road, north of the College and west of the expressway be treated as a collector street and re-aligned to turn westwards immediately north of the College, and proceed along the College's northern boundary, with the existing row of trees retained to screen the College parking area from the residential section. The connection between Mesa Road and the expressway at the College entrance would be eliminated in order to separate traffic destined for the College from the residential area traffic. If this is not accomplished, it is believed that eventually substantial problems and traffic conflicts will arise at the College entrance. A subsidiary entrance to the College from the westerly extension of Mesa Road is indicated just east of the utility building. A new connection between Mesa Road and the expressway is also shown about midway between Thomas Road and the College. Local streets connecting the residential sections to the west with Mesa Road should be limited to one or two between Thomas Road and the new College entrance.

No frontage or access should be permitted along the Expressway, and the number of intersections should be limited to the following: Castro Valley Road, an entrance to the College connecting to the north end of the athletic fields, Mesa Road (from the east, re-aligned to remove the existing dog-leg) and the College main parking area entrance, new Mesa Road (from west) connection, and Thomas Road. Medians with left-turn pockets should be provided in thoroughfares, and back up development should be provided with landscaped walls or buffer strips.

V IMPLEMENTING THE PLAN AND GUIDING THE PLANNING & DEVELOPMENT PROCESS

The preparation and adoption of a General Plan is the first and most basic step toward effective community development, but desirable development and improvement will not occur unless the plan is accompanied by a set of implementation tools and a will on the part of the city government to use them. Tools that should be employed in Gilroy are:

A. Land Subdivision and Lot Split Ordinances

The City's existing ordinance needs to be improved and the process of plan review should be applied in a more creative and imaginative fashion. In addition to verifying the conformance to specified requirements of street widths, lot sizes and shapes and similar items, the procedures of the ordinance should be strengthened by the addition of criteria which would assist the staff, Planning Commission and City Council to evaluate the appropriateness of the design and layout of proposed subdivisions, in relation to existing development and the community's aspirations as spelled out in the General Plan and other city policy statements. The City should consider supporting at its expense and in the form of staff time, some part of the creative design capability which would be required to upgrade the present level and character of land development. This approach would recognize the fact that the City is actually in a very strong bargaining position in its relation to land developers and subdividers, and that it does not necessarily have to acquiesce in every application submitted to it.

In addition to setting high but flexible standards for subdivision design, the City must regulate minor subdivisions and lot splits and must require that suitable public improvements are guaranteed.

Directly related to these practices within the City are the legitimate interests of Gilroy in its immediately surrounding areas. It is essential that Gilroy take as much direct interest in the subdivision of County land within its logical sphere of influence as of land within its own territorial limits. The quality and standards of land subdivisions and improvements should be no less stringent outside the City than they are inside. To this end the City should support the provisions of the County's proposed subdivision ordinance revisions, including the provisions governing lot splits.

B. Planned Unit Development Zoning & Procedures

In order to avoid monotonous and inefficient patterns of land use produced by development designed on a lot-by-lot basis, a device has been accepted in many cities which permits clustering of the housing units

on one part of the site, leaving some area of usable open space on the remainder of the site. The overall density of the area probably remains essentially the same, but requirements for side yard widths, setbacks, and other features of single lot regulations are modified. This is a very effective tool, and when properly controlled can produce imaginative development, and where appropriate, the mixing of housing types. A new provision in the Gilroy Zoning Ordinance will be necessary to implement this idea. Included must be provision for setting up a "homes association" to own and maintain common green areas, and a density bonus system to make planned developments more attractive to subdividers than conventional subdivision designs and zoning provisions. An alternative method is to set up a special assessment district for open space maintenance purposes, the services to be provided either by the city, the county or an independent contractor.

C. The Zoning Ordinance, and Sign Regulations

Recommendations on changes and improvements in the present zoning ordinance are now being prepared and will be explained in a separate document. Since the Zoning Ordinance is one of the most frequently used and reliable tools for plan implementation, it must always be applied within the context of the General Plan and not treated as though it were a plan unto itself. The first task before the Planning Commission will be to translate the Plan into action by initiating rezoning procedures in selected areas and to review recommended changes in district boundaries. This process is bound to be a continuous one as the city develops and as the General Plan is subject to annual review and possible amendment.

The procedural changes necessary to streamline the process of zoning review should include a greater reliance upon staff approval (or rejection) of plan proposals, including requests for use permits and variances, with provision for appeal to the Planning Commission where an applicant is dissatisfied with staff actions. This procedure will speed up the processing time of many applications, and will relieve the Commission of much of its routine work, so that it can better deal with major policy matters.

D. Design Review Procedure

Adequate design review either by the Planning Commission or by a specially designated design review board is necessary to ensure a high quality in the appearance of structures and properties in all areas of the city, and in special areas such as the downtown commercial district or in planned unit development districts. A design review board would have as its purposes: 1) preservation of the natural beauty of Gilroy; 2) prevention of excessive and unsightly grading; and 3) enhancement through plan review of the site and building design of new improvements. The board should act as custodian of the visual character of the city. It should bar the ugly

and unharmonious, encourage beauty and originality in architecture, site planning and landscape design. Prior to the issuance of building permits, an application should be made to the City, and a board should review detailed plans and drawings for their appearance and quality. To some extent this is the practice today. However, it is proposed that a board separate from the Planning Commission be created by the City Council to carry out this function, with the aid of City staff, and with appeal procedures to the Planning Commission and Council by aggrieved parties.

E. Capital Improvement Programming

A capital improvement program which is governed by the General Plan and which is geared to a realistic financial plan is one of the few direct implementation tools that the City has at its disposal. By scheduling capital improvements for the areas that should be developed at a given time, the City can regulate both the speed and direction of growth. By scheduling funds in accordance with a planned program, the City can ensure that essential facilities are provided as needed. A mandatory referral procedure should be instituted to ensure the compatibility of improvements planned by various public agencies and to promote efficiency and economy in their construction. Under this procedure the City Planning Commission would periodically review public expenditures to determine that they were in accordance with the General Plan.

F. Major Street Plan Lines

The shape of the community will be determined to a large extent by the street pattern. From the General Plan stem the provisions for guidance on the general location and capacity of major streets and collector streets. Adoption of plan lines for these streets well in advance of construction will ensure that the function of streets will not be impaired subsequently by conflicting development schemes.

G. Housing Programs

Several of the federal programs for housing assistance offer promise to the city for development of low and moderate income housing. One possibility will be assistance in the development of a part of the city to reflect a special Mexican atmosphere. Gilroy at present has approximately 3,500 people of Mexican origin. This is a valuable heritage and one around which a unique quality could be built for Gilroy.

In order to meet the housing needs of people residing in Gilroy, especially low income families, it will be necessary to seek State and federal assistance.

There appears at present to be no way for the private market to provide such specialized housing. The City should therefore adopt a comprehensive housing program by activating the Housing Authority, preparing and maintaining an inventory of the local needs, and adopting an action program. This approach is necessary. It will also be a requirement of the State Planning & Zoning Law after July, 1969 that cities adopt a housing element as part of their General Plan. Among the possibilities for meeting housing needs are the following:

1. Section 13 of the Housing Act, Leased Housing Program, Department of Housing & Urban Development (HUD)
2. The Turnkey Program, HUD
3. Self-Help Housing Program, Department of Agriculture
4. Section 23 of the Housing Act, Rehabilitation Program, HUD
5. Section 221 (d) (3) Moderate to Low-Income Below-Market-Rate Program, with a non-profit development corporation as sponsor, HUD
6. The Rent Supplement Program, HUD

New legislation before Congress may produce other programs for which Gilroy and its citizens would be eligible.

H. A Department of Planning and Community Development

The expected growth of Gilroy in the next 20 years demands that the city provide the necessary staff to conduct its planning business. A professional city planner whose prime concern is the orderly development of the city according to an up-to-date, comprehensive, General Plan is needed now, and will become a critical deficiency in a year or two, if not provided. It is further recommended that the building inspection, code enforcement, zoning administration and most permit functions be consolidated into one city department of planning and community development, giving the director considerable autonomy in reviewing plans and issuing permits.

I. City Beautification Programs

Although the General Plan does not address itself in any detail to city beautification, it lays the foundation upon which a more beautiful city can be developed. For a community such as Gilroy, beautification programs can be carried out by private groups and improvement associations working within an overall city plan. It will be important in making decisions about land subdivision, zoning, and design review for the Planning Commission to

give beauty a place of importance in its hierarchy of values. Federal beautification funds, plus matching City funds, present a tangible opportunity for beautifying public spaces throughout the city. Removal of overhead wires and ugly and oversized signs, street tree plantings in commercial areas, and landscaping of new uses, will contribute immeasurably to city beautification.

J. Public Education

Public education in the form of public information about the city's planning process is very important. Good newspaper coverage of planning issues and wide dissemination of information on Planning Commission and City Council meetings are effective ways of educating the public. The Gilroy Dispatch is already doing a very commendable job to publicize events and issues pertaining to planning issues. Annual "town meetings" on planning and development issues and potentials should also be considered. Interested citizens and city officials should participate in work shops and seminars that are sponsored by the University of California, San Jose State College, the League of California Cities, American Institute of Planners, and the American Society of Planning Officials (ASPO). Gavilan College and the Gilroy schools need to introduce courses in planning and environmental design appreciation.

K. Urban Data Systems

For a city of Gilroy's present size the development of a capability to utilize electronic data processing to collect and handle the data needed for governmental decisions is not critical, but as the city grows to the size projected for it by 1985, and as the science of electronic data processing improves, there will be both the need and the opportunity for the city to use this tool. Therefore attention should be given in any future data collection procedures, whether these are concerned with land use information, tax accounts, censuses of population or other surveys or records, to classify the data in such a form that they can be readily converted to an electronic processing system. The action already taken by the City Council in ordering statistics on a block basis for the 1970 census will assist in providing valuable data on a usable basis, suitable for correlation with other information necessary for rational municipal decision-making.

L. Redevelopment - Public Agency

California law provides a means for a city to redevelop badly run-down areas with or without the assistance of a federal subsidy. This procedure has been used effectively in many cities, and may be a way for Gilroy to improve parts of its older central areas. Redevelopment

programs do not necessarily demand clearance, but can be viewed as a means for encouraging participation and unified action in a given area. Such actions need not involve the federal government, although federal participation always means a significant financial contribution. A federally financed code enforcement program may be quite adequate for some areas, which would require little or no clearance, and would require that no owner be forced to give up his property. Under such a program home improvement loans become available at favorable rates and terms. A new redevelopment procedure suitable for application to small areas has been described at length in the section on Downtown.

M. Redevelopment - Private Development Corporations

The potential for combining efforts between the public and private sectors for mutually beneficial purposes is very great, and very appealing. The distinguishing feature of the non-profit corporation is that it does not distribute profits, is typically willing to take risks, and is often able to "package" projects that public agencies or private for-profit agencies would be unable or unwilling to undertake alone. It can pursue quasi-public functions such as provision of technical assistance and promotional activities. Economic development is among its main functions, although non-profit corporations for other purposes function well in disadvantaged areas under the aegis of OEO programs.

The potential for unifying development, and assembling parcels of land among voluntarily participating property owners, is very great indeed. The vehicle for such participation is the conventional corporation or syndicate. This device should be encouraged as a means to consolidate land, money and effort into the packaging of meaningfully large projects within areas where fractionated landholdings tend to produce in the aggregate much less income and impact than the potential can provide.

N. Amortization of Non-Conforming Uses

Adoption of the General Plan, followed by enactment of revisions to the Zoning Ordinance, and enactment of comprehensive sign regulations will result in the non-conformity of some uses, and of many signs. These uses and signs can and should be phased out in accordance with a reasonable and equitable schedule so that the provisions of the General Plan and purposes of the various ordinances can be met without creating undue hardship.

O. Consolidation of Municipalities

Although this Plan contains no recommendation to this effect, it is proposed that the matter of how best to control land use, obtain a quality environment, reduce costs, and program services, be carefully

studied to determine if the consolidation of Morgan Hill and Gilroy into one municipal government is feasible and desirable. Such a feasibility study could be referred to the Local Agency Formation Commission (LAFCO), with a request that some sort of special consideration for San Martin be explored.

P. Agricultural Preserves

Farmers within the Valley should be encouraged to keep their land economically productive as long as possible. This is especially necessary on the east side, south of Gavilan College and in the area midway between San Martin and Gilroy. These lands should remain in agricultural zoning and no subdividing or lot splitting should be allowed to produce parcels of less than twenty acres. Where feasible, this practice should be combined with use of the Williamson Act provisions, which allow farmers to be assessed according to farm production rather than in terms of potential urban value. A ten year contract, renewable annually, between the County and the land owner must be executed to implement this idea. Although recognized as an imperfect instrument either to keep farmers solvent or to preserve farm lands permanently, it is a device that has merit until such time as the State Legislature is able to evolve procedures for the more permanent retention of economically productive farm lands in the midst of or adjacent to areas of urban expansion and development.

Q. Purchase of Development Rights for Open Space Preservation

The regional, County and City General Plans propose vast amounts of open spaces within and adjacent to the planning area. Many of these lands face no threat of intense use in the near future. Potential open space lands closer to the edge of the urbanized area will be exposed to substantial speculative and developmental pressure. In both cases, Gilroy should consider supporting the permanency of these open space lands through direct purchase by some public agency, or through the purchase of development rights. Lands close to the urban fringe should be earmarked for early acquisition, or development rights should be secured. It is suggested that the City should be willing to bond itself now to acquire land at today's prices. This approach will prove to be a fantastic bargain looked at ten or twenty years from now.

One municipality that has already taken this sort of action is the City of Boulder, Colorado, where the citizens voted last November to tax themselves for land acquisition in the 10 year program of establishing "green-belts". They approved a new one-cent sales tax, added to an existing one-cent city and three-cent state sales tax, 40 percent for greenbelts and 60 percent for street improvements. It is estimated that this will produce \$400,000 annually for the open space program.

R. Pedestrian Mall Act

The Pedestrian Mall Act of the California Streets and Highway Code authorizes the City Council to establish pedestrian malls, prohibit vehicular traffic, use general funds or monies derived from application of an assessment district for development, and issue bonds based on unpaid assessments. The pedestrian mall concept has some potential applicability in downtown Gilroy.

S. Specific Plans

The suggested schematic plans for the various sub-areas of Gilroy, and most particularly for East Gilroy and downtown, described in preceding Section, can form the foundation for sufficiently detailed plans that would, if adopted, provide a sound basis for the enactment of new regulations controlling land use, bulk, street locations, etc. The authority for such enactments is found in Chapter 3 of the State Planning and Zoning Law. The advantage of these laws over conventional zoning is that the requirements for uniformity within a given zone, and complicated zoning procedures, may be avoided. A much more specialized and sensitive set of controls may be formulated under this authority.

T. Awards of Merit

To encourage substantial improvements in building design and site planning, some incentives will prove to be useful. One such incentive is public recognition of design excellence by means of awards given yearly by the City. An award system might also tend to increase the community's interest in civic design excellence as well as spur improved private design accomplishments. The award should become sufficiently coveted to be a meaningful symbol of civic appreciation and a meaningful recognition of individual effort and achievement. Awards may be given to outstanding architects, developers and builders, and may include several categories of accomplishment.

U. Potentially Useful Federal and State Financial Resources

Much of what is included in the General Plan cannot reasonably be financed from local revenues. This is not to say that the General Plan is too visionary or its proposed capital improvements too expensive. Rather, a city's revenue sources are so limited these days and its needs so great that it must look to outside sources for even its most fundamental needs (sewer grants, school aid, highway funds, etc.). The following federal funding sources are known to be available for implementation of the General Plan and for strengthening the planning process.

1. Section 701 Urban Planning Assistance Grants from U.S. Department of Housing and Urban Development (HUD). (The city will be eligible for a second grant after March, 1969.)

2. Open Space Land Acquisition and Development Grants From HUD.
3. Urban Beautification Grants from HUD.
4. Code Enforcement Grants from HUD.
5. Urban Renewal Planning Advances, Grants and Loans from HUD.
6. Community Renewal Program Grants from HUD.
7. Flood Control Grants from the U.S. Corps of Engineers.
8. Water and Sewer Facilities Grants from HUD.
9. Grants for advanced purchase of land for proposed construction of public works and facilities, and for public works and community facility planning from HUD.
10. The Rent Supplement Program for Low Income Families from HUD.
11. Public Facility Loans from HUD.
12. Variety of Manpower Development, Job Opportunity, Youth Opportunity, Community Action and related program funds from the Office of Economic Opportunity, Department of Labor, and Department of Commerce.
13. Land and Water Conservation Funds for the purpose of acquiring and developing lands and waters for public outdoor recreation purposes from the Department of Interior, through the State Department of Parks & Recreation.
14. The Section 23 Leased Housing Program, from HUD.

V. Regional Planning and a Limited-Function Regional Government

Gilroy is one of the key areas in the nine-county San Francisco Bay region, in that it is located on the threshold of the expanding southward thrust of urban development of the region, and its natural beauty and agricultural productivity can either be enhanced or destroyed according to the character of the development policies adopted and enforced. Its future in large measure becomes inter-related with decisions that are to be made by regional agencies, particularly The Association of Bay Area Governments (ABAG) over the next several decades. Freeway planning, and planning for the preservation of the desirable natural features of the South County Area are now largely the responsibility of County and State agencies. To some extent these agencies may be influenced by the City's desires. It is much more probable, however, that regional issues will soon be resolved by a regional planning agency, and perhaps by some form of regional government.

Gilroy is an active member of ABAG and has recognized the importance of maintaining the quality of the South County environment. The City has reviewed the Preliminary Regional Plan prepared by ABAG in November, 1966 and has communicated some of its preferences about regional planning issues within the city's ultimate sphere of influence. There are no serious differences between the city's General Plan and the proposals of the ABAG Preliminary Regional Plan.

While there appears to be general agreement that regional planning is a legitimate function of a region-wide government agency, and little disagreement about the concerns of a regional planning agency, and a substantial consensus among Bay Area governmental leaders on the need for a multi-purpose, limited-function regional government, there remain some clear differences of opinion regarding the form such an organization would follow and the geographic scope of its jurisdiction. Among the issues to be resolved are methods of choosing a governing body, the extent of functions to be assigned to a regional government, and the powers of such a government. Nonetheless, Gilroy's future and the implementation of the Gilroy General Plan is closely tied to the decisions made by the State Legislature on regional government for the Bay Area. Gilroy's future is also closely tied to the regional planning functions of ABAG or a successor agency. Consequently, Gilroy must continue to support and participate in regional planning activities and will need to rely upon regional authorities to ensure that some of the basic features of general plans for the Gilroy Planning Area will be implemented.

APPENDIX A: TYPICAL SECTIONS, SPECIFICATIONS, AND PRINCIPAL
 CHARACTERISTICS OF THE CATEGORIES OF STREETS

The sketches on the following pages show typical sections of the seven categories of streets proposed in the General Plan. The following explanatory remarks augment the information shown on the sketches:

Freeway: A limited access, high capacity road designed to move traffic from outside Gilroy into, around or through Gilroy. The alignment and schematic plans for the U.S. 101 by-pass were adopted prior to the preparation of the Gilroy General Plan.

Determination of the characteristics, location and alignment of freeways is a responsibility of the State subject to ratification of a formal agreement with the local jurisdiction. The section shown here is for U.S. 101, and shows three traffic lanes in each direction with provision for construction of a fourth lane at a later date. The alignment of this freeway and the location of proposed intersections, interchanges, and traffic separations as established to date by the State Division of Highways is shown on the Plan Map. The grade separations illustrated at Las Animas Avenue and Mesa Road are not, however, covered by the existing Freeway Agreement, and the City should attempt to gain acceptance of these additions from the State Division of Highways.

Expressway: A semi-controlled access, high capacity road designed to move traffic from outside Gilroy into, around or through Gilroy. It is also designed to serve as an intra-city circulation facility, providing fast connections between different sections of the city. Of lower design speed and lower capacity than a freeway, yet with fewer access points than a major thoroughfare, the expressway serves some of the functions of each. The Santa Teresa Expressway is the only expressway planned within the Gilroy area at this time. The plan lines of this expressway were established prior to the preparation of this Plan, and although its location has not been changed, its original function has been modified to some extent.

The design of the Santa Teresa Expressway, the only expressway shown on the Plan map, is the responsibility of the Santa Clara County Department of Public Works. The typical section illustrated shows the ultimate configuration of the portion in the area between Hecker Pass Road south to U.S. 101 at Bloomfield Avenue, a part of which has already been completed to an initial stage of construction. Designs for expressways vary in the county depending on the need and local conditions, but in all probability the section given here will be followed for all the the Santa Teresa Expressway. It provides for two lanes of traffic and emergency parking in each direction, but it is possible that the roadway

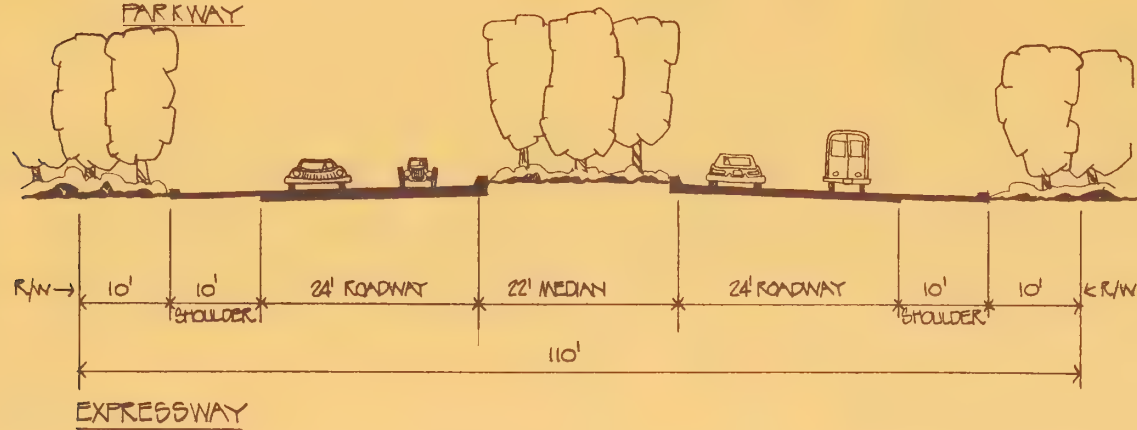
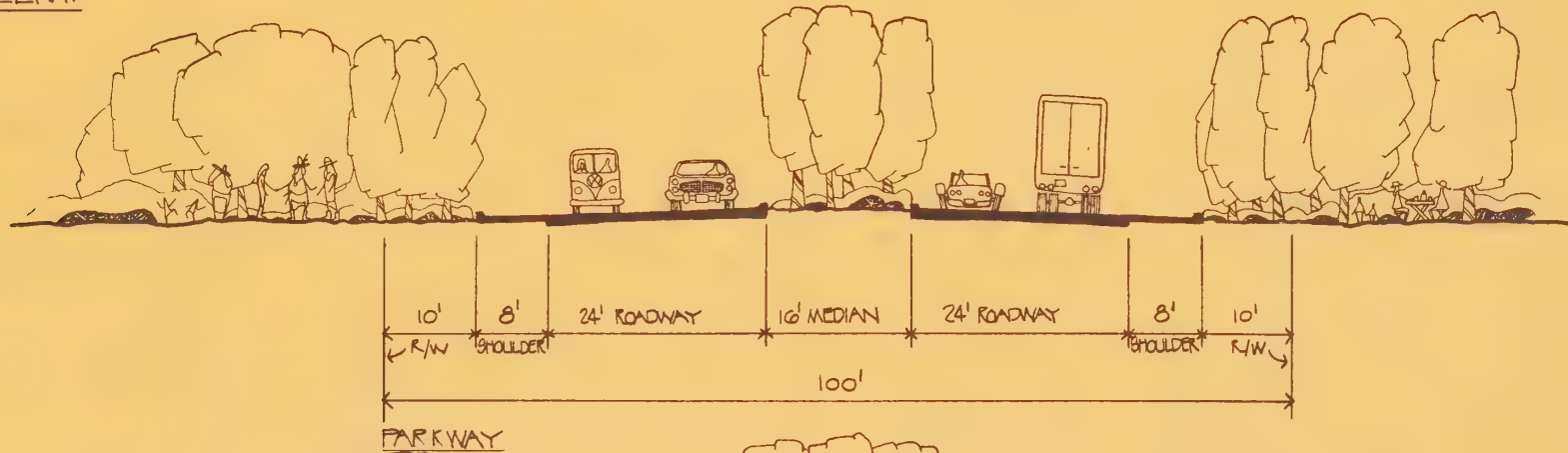
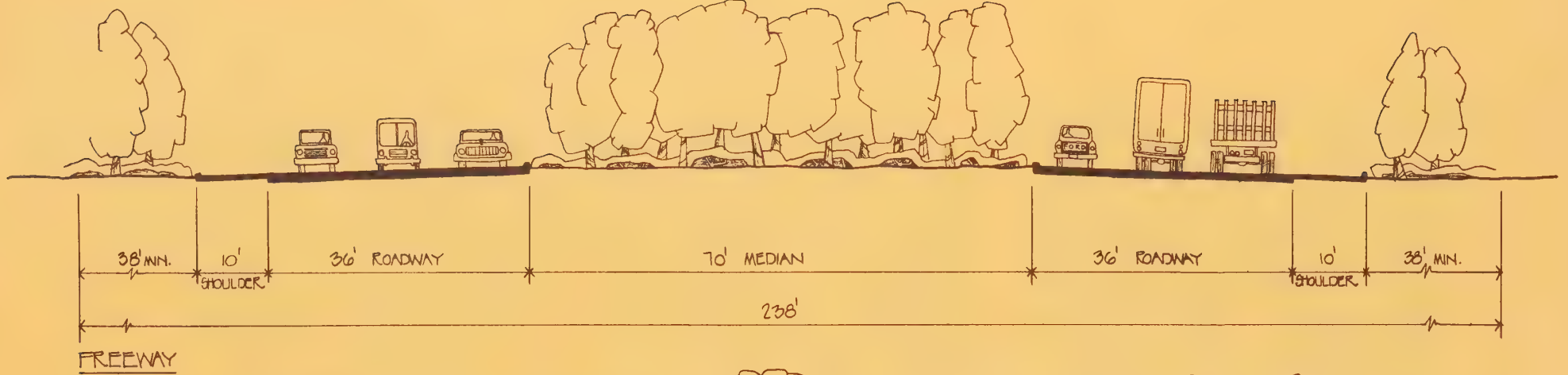
could be widened at a later date to provide three lanes of traffic in each direction. Proposed intersections are shown on the Plan map. Most intersections will be controlled and will be at grade with the possible exception of that at Hecker Pass Road, which the Plan recommends would be a grade-separated structure. At its southern terminus it would be connected to the freeway-to-freeway interchange at Bloomfield Avenue.

Parkway: A special category of major thoroughfare designed to carry a medium-to-high volume of traffic while providing the motorist with a special visual experience that will add to his pleasure in driving. Some of the features of the parkway are: generous landscaping, turn-outs for parking at points of special interest, freedom from cross traffic and abutting developments which might create traffic conflicts, and moderate design speed. Uvas Creek Parkway is the one example of a parkway in this Plan.

Responsibility for design of the proposed Uvas Creek Parkway shown on the Plan map has not been determined at this time, but it may be that of the City of Gilroy, the County or a joint venture. The typical section shown provides for roadway width and capacity very similar to that of the expressway. The principal difference between the two is the purpose and treatment of the parkway. The General Plan recommends that the parkway be flanked by a 100 foot belt of landscaped open space on either side to provide space for trails, turnouts, and possibly small picnic sites. Recommended intersections between the parkway and city streets are limited only to those shown on the Plan map. These would be at grade, and controlled only by lights or stop signs. No abutting uses should have vehicular access to the Parkway, and no additional intersections with it should be permitted.

Major Thoroughfares: A medium capacity street designed to receive traffic from collector streets and carry it to other parts of the city. This type of street also serves as an intermediate link between the freeway and collector streets, and between freeways and expressways. Both Tenth and First Streets illustrate these functions. Major thoroughfares need be spaced no closer than at intervals of one mile. The major thoroughfares should be designed as restricted access roads with planted center median strips, and left turn pockets. Only limited development should be permitted to front upon, and gain access to and from a major thoroughfare.

Two typical sections are shown, one for major thoroughfares that permit access from abutting properties, and one that provides access only at intersections, which will normally require lots to be developed with their rear lot lines coinciding with the right-of-way line. The former section will be found in the existing



TYPICAL STREET SECTIONS

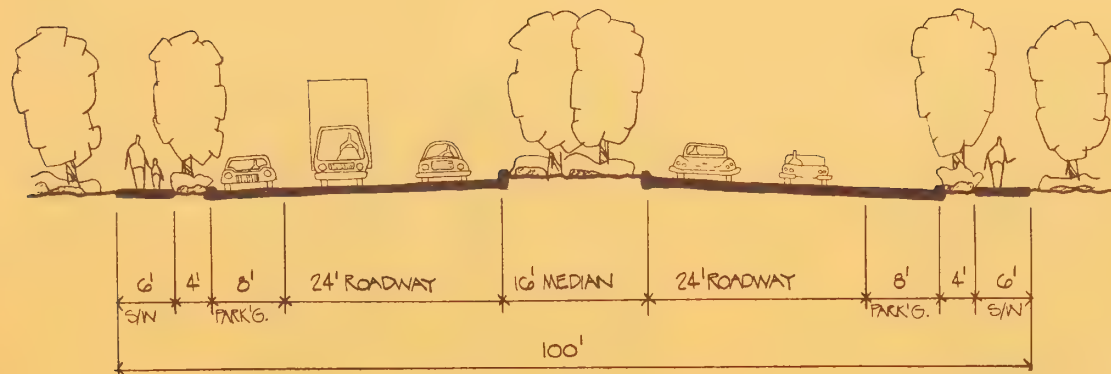
developed parts of Gilroy; the latter is recommended for future areas of development. The 16 foot wide median strip will provide area for landscape treatment and a left turn lane when needed. The Plan map shows some existing and proposed intersections between major thoroughfares. Future intersections of two major thoroughfares should be spaced no closer than a mile apart.

Secondary Thoroughfares: The secondary thoroughfare differs from the major thoroughfare primarily in width, and operates at a lower volume and design speed than the major thoroughfare. It serves the same function of receiving traffic from the collector streets and carrying it to other parts of the city. Secondary thoroughfares are spaced at a distance of approximately one-half mile from each other or from a major thoroughfare or higher category of street. Examples of secondary thoroughfares in this Plan are: Church Street, Sixth Street and Kern Avenue.

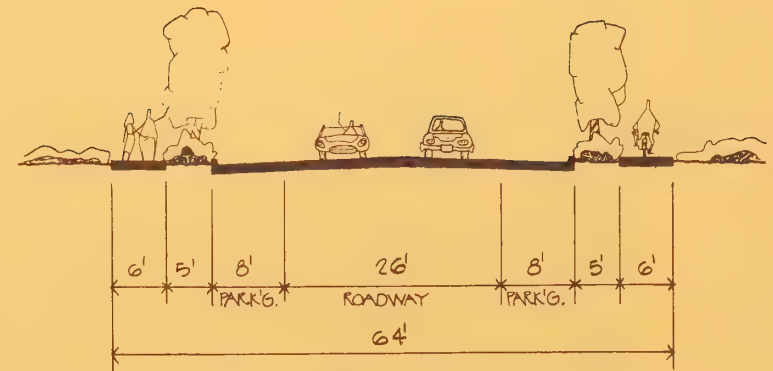
The typical section for the secondary thoroughfare is very similar to that for the major thoroughfare without backed-up lots, the principal difference being that the secondary thoroughfare has only a four foot median strip. The intersection of a secondary thoroughfare with either a major or secondary thoroughfare should be about one-half mile from another intersection of this type or any more important intersection.

Collector Streets: The collector street is a medium capacity street that serves as the link between the neighborhood service street and the thoroughfare. It is designed to serve neighborhood traffic only; it is not designed to be used as a thoroughfare, or through-route to cross a neighborhood, nor should it ever be allowed to assume this function. Through-traffic can be discouraged by designing the street as a loop, or by minimizing the apparent continuity of the street by creating off-sets at its intersections with other collector streets, or by the creation of traffic diverters. Some existing streets have been recommended for designation as collector streets in the Plan, but it is not intended that the Plan map attempt to show the complete pattern of future collector streets with absolute precision. As development occurs in the peripheral areas, the principles and standards for collector streets will be applied to obtain a more refined determination of location and alignment at that time. The sketch of the cross-section of a typical collector street is self-explanatory.

Neighborhood Service Streets: These are low capacity streets which provide direct access to residential structures. They serve a comparatively small number of dwellings and should be designed so as to discourage their use as carriers of through-traffic.

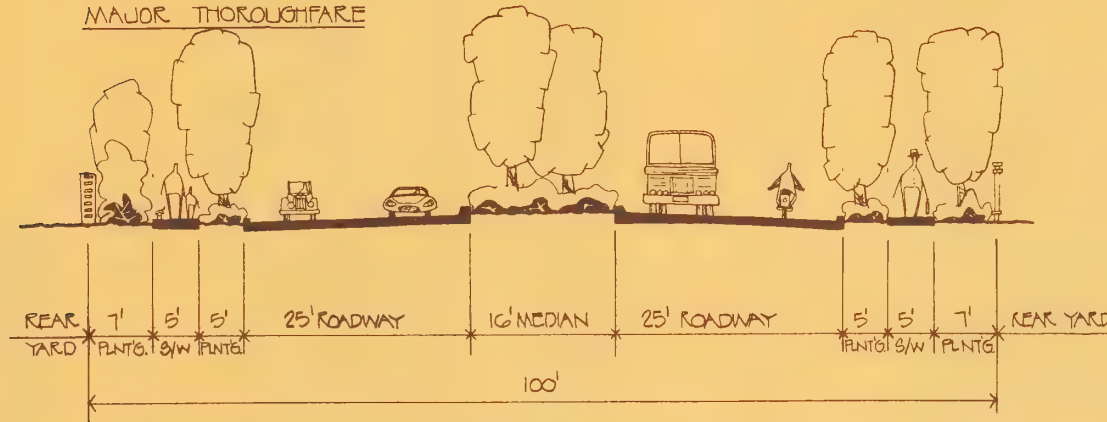


MAJOR THOROUGHFARE

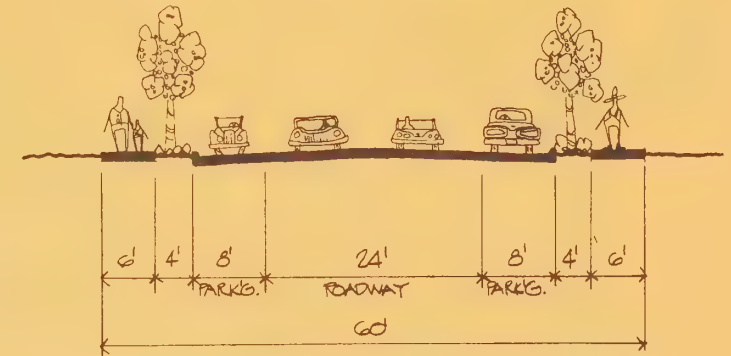


COLLECTOR STREET

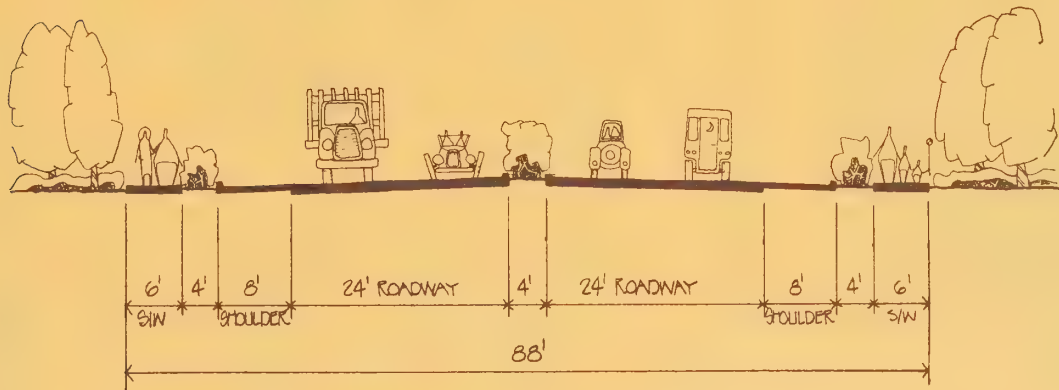
79



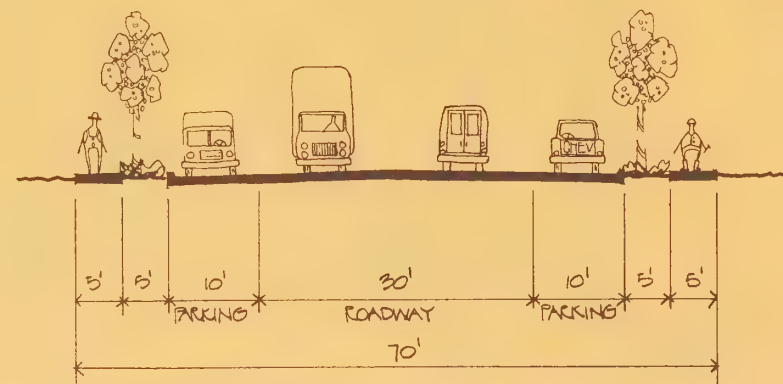
MAJOR THOROUGHFARE WITH BACKED-UP LOTS



NEIGHBORHOOD STREET



SECONDARY THOROUGHFARE

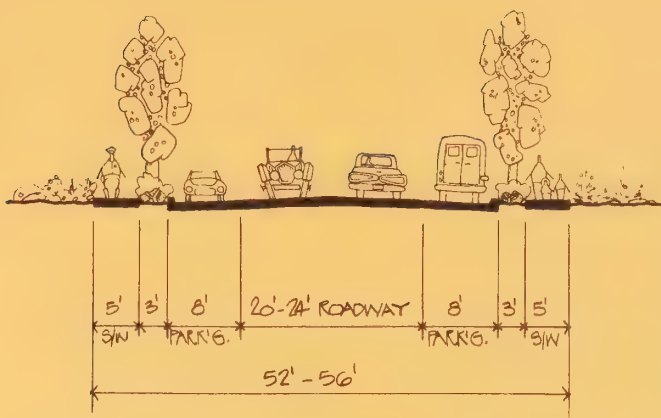


INDUSTRIAL STREET

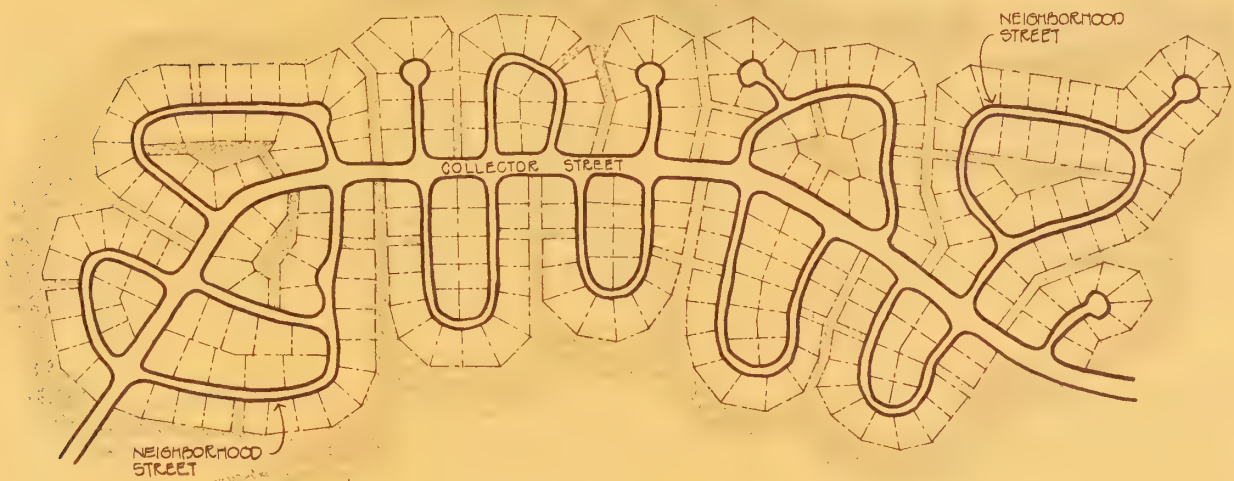
TYPICAL STREET SECTIONS

The typical residential neighborhood street section illustrated provides a 40 foot roadway, with a 10 foot combined planting strip and sidewalk on each side. In special cases, such as in skillfully-designed planned unit developments or in certain hillside development plans, it may be desirable and possible to modify this section. A 40 foot roadway may be unnecessarily extravagant in cost and use of land, if the residential layout minimizes traffic movement on all but the collector streets. Two examples of possible sections for this type of circumstance are shown. The first provides a sidewalk on one side only, while the second permits a sidewalk on each side. Further variations are possible depending on whether or not parking is permitted on both sides. The width of this type of street should be kept to that minimum required to carry only the traffic serving the abutting properties. The 20-24 foot roadway with parking allowed only on one side will still provide room for a fire truck to pass through even if a car is illegally parked on the "no parking" side. Other acceptable specialized neighborhood service street sections can be designed for individual applications particularly in hillside areas and planned unit developments.

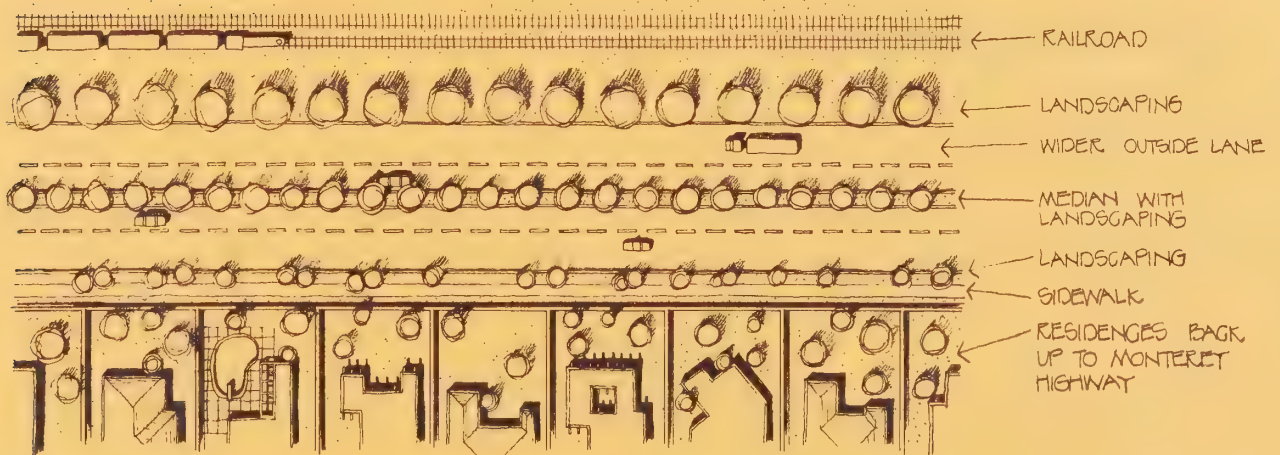
Industrial Service Streets: A different type of street in the same general category is the industrial area service street. The typical section illustrated provides a 50 foot roadway between curbs on a 70 foot right-of-way. This permits large trucks and trailers adequate space in which to maneuver. Vertical curbs should be required in all sections except alongside loading bays and truck aprons.



POSSIBLE NEIGHBORHOOD STREETS IN PLANNED UNIT OR HILLSIDE DEVELOPMENT



A PLANNED UNIT DEVELOPMENT PERMITS LESS AREA DEVOTED TO STREETS

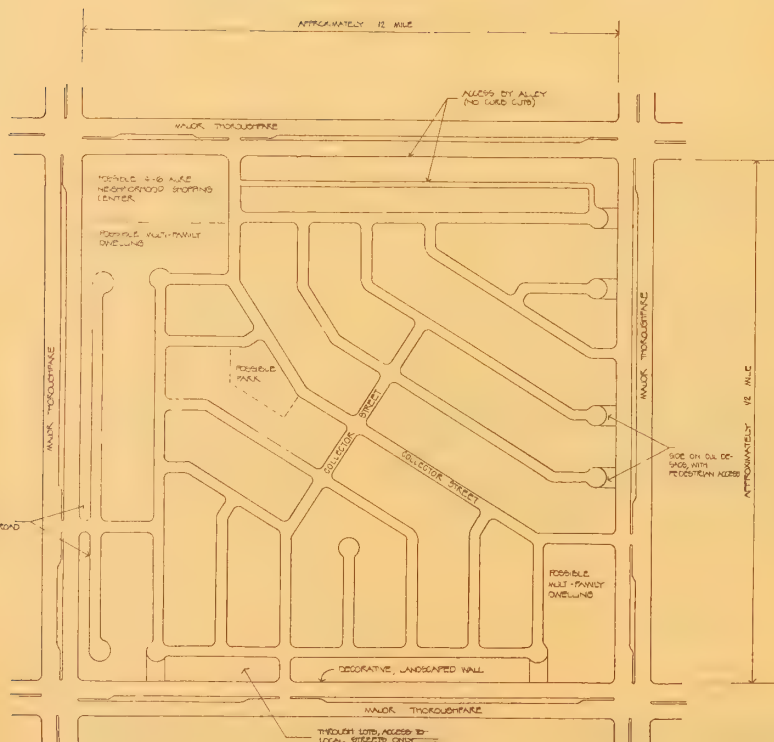


LANDSCAPE TREATMENT ALONG MONTEREY HIGHWAY

INNOVATIONS IN STREET DESIGNS



EXPRESSWAY
MAJOR THOROUGHFARE
SECONDARY THOROUGHFARE
COLLECTOR STREET



DESIGN GUIDELINES

APPENDIX B: RELATIONSHIP OF LAND USE AND ZONING - Allocation of Land to Major Land Uses in the General Plan

Table B-1 illustrates the overall interrelationships existing between the twenty general land use categories and the eleven zoning districts for the city as a whole. Of the 2493 total net acres (the net acreage is the total area within the city boundary exclusive of the rights-of-way occupied by streets and alleys), 45 percent is in agricultural use. The next largest use is residential, with a share of 20 percent. The figure of almost 8 percent for vacant land represents for the most part land which has been passed over by residential development and has become no longer profitable for agriculture. The 29 acre Christmas Hill Park and the 87 acre golf course account for two-thirds of the 6 percent of the city's land that is devoted to park, recreation, and open space. While the bulk of the remainder consists of the recreational areas within school sites. Commercial land use, of which two-thirds is automobile-oriented, accounts for approximately 5 percent of the city total. Six percent of the city's total land area is nominally in industrial land use, but this percentage includes some land such as the Southern Pacific property between Old Gilroy Street and Ninth Street which is largely vacant. The remaining 10 percent of the net land area within the city is devoted to public and quasi-public use, such as the areas occupied by school buildings, public buildings, churches, hospitals, and other similar facilities. Three-quarters of the area in this category or about 190 acres is accounted for by the city's sewer plant and dump.

The large amount of land in agricultural use represents land that is expected to have an urban use in the future and is continuing in agriculture as a residual condition. A look at a map of the City boundary shows how the City has thrust salients of incorporation into the unincorporated agricultural land around it, bringing into the city lands which may remain in marginal agricultural use for many years, and at the same time leaving under county jurisdiction enclaves of agricultural or vacant land close to the city's center of population.

There is a total of 506 acres of land within the city devoted to residential use. For a population of about 10,600 this gives an average density of 20 persons per net acre, excluding all areas occupied by streets or alleys. There is at this time, however, 994 acres of land in non-urban use that is zoned residential. Deducting 30 percent of this area for public use and assuming a similar future average density as the present one, there are enough acres already zoned residential to accommodate another 14,000 persons which, if added to the existing population of 10,600 would assume a holding capacity in excess of 25,000. Furthermore, most of this acreage lies in that part of the city that is receiving the greatest impetus toward residential use.

There are 116 acres in commercial use of all types, of which 73 acres or 63 percent is devoted to self-generative, auto-oriented use. Of the total of 116 acres in commercial use, only 67 acres are in C1 and C2 commercial zones,

23 acres are in an industrial zone (M2), and the remaining 26 acres are in residential zones, and represent non-conforming uses. Only slightly over half of the commercially used land is situated in a commercial land use zone, and only about 36 percent of the commercially-zoned area is actually in commercial use. Only two-thirds of the total amount of land zoned commercial would now be developed if all of the commercially used land were in a commercial zone. The future requirements for commercial land cannot easily be related to the presently unused commercially-zoned land, because the all-important factor of location is involved. Changing economic forces and city policy related to the General Plan will require a reevaluation of the present pattern of commercial zoning, and a revision of district boundaries where discrepancies are in evidence. No new commercial zoning should be approved until and unless some of the undeveloped existing zoning is rescinded. In terms of the Plan's objectives and the future needs of Gilroy, a large proportion of the undeveloped commercially zoned area should be rezoned where it does not conform to the current commercial needs of the community. All new commercial zoning should be made conditional upon development within 12-18 months.

Of the 116 acres of land in commercial use, eight are classed as "Shopping Center". These eight acres are divided among three shopping centers, all on First Street between Wren Avenue and Church Street. None is large enough to be classed as other than neighborhood shopping center, although they draw customers from the entire city and beyond. The commercial establishment known as the Nob Hill Store has not been placed in the shopping center category, although it provides much of the physical arrangement and customer service of a shopping center. It has been placed in the category of "Other Retail" which includes small clusters and isolated stores, because it is essentially a single outlet, and not a collection of individual stores under separate management.

There are 153 acres of land in industrial use. This area is less than half of the 369 acres of land zoned M2. Of these 153 acres, only 102 acres are in the M2 zone. Thirty-one acres are in the R1 zone, and the remaining 20 acres are in the R3 and the commercial zone districts. Of the 369 acres of land in the M2 zone, 38 acres or 10 percent are in residential use; 23 acres or 6 percent are in commercial use; 102 acres or 28 percent are in industrial use; 3 acres or 1 percent are in public use; 171 acres or 46 percent are in agricultural use; and 32 acres or 9 percent are vacant. Assuming that the land presently used for agriculture production represents only an interim use, the city has a total of 203 acres of available, industrially zoned land that could be used for industry, without taking land in the M2 district which is already occupied by non-industrial urban uses.

Of the 210 acres of land in public and quasi-public use (excluding the sewer farm and dump), all but 51 acres are devoted to parks, recreation and open space. Of these 51 acres, only 7 are occupied by public buildings and public offices, and the remaining 44 are in such quasi-public uses as churches, fraternal orders, a hospital and a cemetery.

TABLE B-1 RELATIONSHIP OF LAND USE AND ZONING - ENTIRE CITY 1967
CITY OF GILROY, CALIFORNIA

Land Use Categories	Land Use Totals		R1		R3		R3X		R4		RA		C1		C2		PO		M2		IZ		UNZONED	
	Acres	%→	Acres	%←	Acres	%←	Acres	%←	Acres	%←	Acres	%←	Acres	%←	Acres	%←	Acres	%←	Acres	%←	Acres	%←	Acres	%←
1-Unit Residential ↓	452.2 18.2	100.0	270.0 20.9	59.7	72.8 31.3	16.1	58.3 75.0	12.9	-	-	4.7 47.5	1.0	19.6 22.3	4.3	4.8 5.2	1.1	-	-	21.5 5.8	4.8	0.5 1.2	0.1	-	-
2-Unit Residential ↓	15.0 0.6	100.0	0.8 0	5.3	7.8 3.3	52.0	3.9 5.0	26.0	-	-	-	-	0.3 0.3	2.0	0.4 0.4	2.7	0.4 44.4	2.7	1.4 0.4	9.3	-	-	-	-
3&4-Unit Residential ↓	8.2 0.3	100.0	0.2 0	2.4	4.1 1.8	50.0	3.0 3.9	36.5	-	-	-	-	0.3 0.3	3.7	-	-	0.3 33.4	3.7	0.3 0.1	3.7	-	-	-	-
5+Unit Residential ↓	5.7 0.2	100.0	-	-	4.7 2.0	82.5	1.0 1.3	17.5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Non-Inst.Group Hsng. ↓	9.4 0.4	100.0	0.5 0	5.2	8.4 3.6	89.5	0.2 0.2	2.1	-	-	-	-	-	-	0.1 0	1.1	-	-	0.2 0	2.1	-	-	-	-
Trailer Parks ↓	15.3 0.6	100.0	-	-	0.3 0.1	2.0	-	-	-	-	-	-	-	-	-	-	-	-	15.0 4.1	98.0	-	-	-	-
Shopping Centers ↓	7.6 0.3	100.0	-	-	-	-	-	-	-	-	-	-	7.6 8.6	100.0	-	-	-	-	-	-	-	-	-	-
Self Generative, Auto-Oriented Commercial ↓	73.0 2.9	100.0	21.6 1.7	29.5	-	-	-	-	-	-	-	-	6.8 7.7	9.3	22.0 24.0	30.2	-	-	22.6 6.1	31.0	-	-	-	-
Other Retail ↓	28.0 1.1	100.0	3.9 0.3	13.9	0.1 0	0.4	-	-	-	-	-	-	10.5 11.9	37.5	13.3 14.5	47.5	0.2 22.2	0.7	-	-	-	-	-	-
Office, Banks & Clinics (Outside Shopping Dist.) ↓	6.9 0.3	100.0	-	-	-	-	-	-	-	-	-	-	3.9 4.4	56.5	3.0 3.2	43.5	-	-	-	-	-	-	-	-
Non-Mfg. Industrial ↓	57.8 2.3	100.0	20.5 1.6	35.5	2.9 1.2	5.0	-	-	-	-	-	-	3.4 3.9	5.9	2.9 3.1	5.0	-	-	28.1 7.6	48.6	-	-	-	-
Mfg. Industrial ↓	47.8 1.9	100.0	1.8 0.1	3.8	-	-	-	-	-	-	-	-	-	-	1.3 1.4	2.7	-	-	44.7 12.2	93.5	-	-	-	-
Transp. & Utilities ↓	47.8 1.9	100.0	8.5 0.7	17.8	0.2 0	0.4	-	-	-	-	-	-	0.4 0.5	0.8	9.3 10.2	19.5	-	-	29.4 8.0	61.5	-	-	-	-
Sewer Plant & Dump ↓	190.0 7.6	100.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	190.0 68.6	100.0	
Schools ↓	23.7 0.9	100.0	9.7 0.8	40.8	12.3 5.3	52.0	0.7 0.9	3.0	-	-	-	-	1.0 1.1	4.2	-	-	-	-	-	-	-	-	-	-
Public Bldgs. & Offices ↓	7.0 0.3	100.0	1.9 0.1	27.2	-	-	3.1 4.0	44.3	-	-	-	-	0.1 0.1	1.4	1.6 1.7	22.8	-	-	0.3 0.1	4.3	-	-	-	-
Quasi Public Bldgs. ↓	44.1 1.8	100.0	27.9 2.1	63.3	6.6 2.8	15.0	2.0 2.6	4.5	-	-	-	-	1.3 1.5	2.9	3.6 3.9	8.2	-	-	2.7 0.7	6.1	-	-	-	-
Local Parks, Playgrounds and Open Space ↓	157.3 6.3	100.0	21.9 1.7	13.9	42.5 18.2	26.9	1.7 2.2	1.1	-	-	-	-	4.2 4.8	2.7	-	-	-	-	-	-	-	-	87.0 31.4	55.4
Agriculture ↓	1111.7 44.6	100.0	788.5 61.3	71.1	55.8 24.0	5.1	-	-	13.6 100.0	1.2	5.2 52.5	0.5	17.9 20.3	1.6	19.5 21.3	1.8	-	-	170.7 46.1	15.1 98.8	40.5 3.6	-	-	-
Vacant Land ↓	184.1 7.5	100.0	112.5 8.7	61.0	14.6 6.3	7.9	3.8 4.9	2.1	-	-	-	-	10.7 12.3	5.8	10.1 11.1	5.5	-	-	32.4 8.8	17.7	-	-	-	-
Zone District Totals ↑	2492.6 100.0	100.0	1290.2 100.0	51.8	233.1 100.0	9.3	77.7 100.0	3.1	13.6 100.0	0.5	9.9 100.0	0.4	88.0 100.0	3.5	91.9 100.0	3.7	0.9 100.0	-	369.3 100.0	14.9	41.0 100.0	1.6	277.0 100.0	11.2

TABLE B-2 DISTRIBUTION OF URBAN LAND USES INDICATED IN THE GENERAL PLAN
Gilroy, California

Land Use Categories	Net Acres ^{a/}	Percent Total
<u>Residential - Subtotal</u>	<u>4035</u>	<u>67.4</u>
Hillside Development	350	
Low Density	3500	
Medium Density	155	
High Density	30	
<u>Commercial - Subtotal</u>	<u>192</u>	<u>3.2</u>
Retail Stores, Personal Service	70	
Highway- & Auto-Oriented	90	
Commercial Services	25	
Offices & Financial	7	
<u>Industrial - Subtotal</u>	<u>575</u>	<u>9.6</u>
<u>Educational^{b/} - Subtotal</u>	<u>300</u>	<u>5.0</u>
Elementary	91	
Intermediate	40	
High School	78	
Junior College	89	
Private & Parochial ^{c/}	2	
<u>Governmental - Subtotal</u>	<u>14</u>	<u>0.2</u>
<u>Institutional^{c/} - Subtotal</u>	<u>46</u>	<u>0.8</u>
Hospital	8	
Religious	6	
Fraternal	9	
Cemetery	23	
<u>Recreational - Subtotal</u>	<u>665</u>	<u>11.1</u>
Neighborhood	25	
School - Connected	280	
City-Wide	190	
Creekside park, trails	170	
<u>Airport</u>	<u>163</u>	<u>2.7</u>
<u>Total Net Acres:</u>		
<u>All Urban Uses</u>	<u>5990</u>	<u>100.0</u>

- Notes: a/ All uses are in net acres, excluding street area. An average of 20 percent of gross area has been assumed to be in streets, where their extent cannot be more precisely determined.
- b/ Includes only the area required for classrooms and other structures. Total school site area includes areas shown under school-connected recreation.
- c/ Only existing facilities shown on General Plan.

The 24 acres of land in use for school purposes includes only the estimated acreage actually occupied by school buildings, and does not include acreage estimated to be in use for playgrounds and playfields. The acreage in these latter uses is included in that shown for local parks and playgrounds.

Gilroy's current land use as related to its current zoning can be summarized as follows: first, there is ample land within the existing (1968) City limits for a population of 25,000 without substantial changes in the existing average density; second, the acreage now zoned for the various categories of land use are ample for the City's present needs and most of its needs for the foreseeable future at the presently projected growth rate; third, much of the land zoned is occupied by non-conforming uses. This is particularly true in the case of residential, commercial, and industrial zones.

APPENDIX C: COMPARISON OF GROSS RETAIL SALES BETWEEN THE CENTRAL BUSINESS DISTRICT AND THE REMAINDER OF GILROY

In table C-1, the gross retail sales of outlets in the central business district (CBD) and those in the remainder of the city are presented and compared. Although the boundaries of Gilroy's CBD are not clearly defined, that section of the central area which lies between First Street on the north, Railroad Avenue on the east, Seventh Street on the south, and the west side of Egleberry on the west has been designated as the CBD for purposes of this tabulation.

The figures for retail sales were obtained from the City of Gilroy through its business licensing records. Most businesses that are engaged in retail sales pay a merchandizing fee in proportion to their gross sales. Unfortunately for the completeness of the data presented in Table C-1, the license fees of some types of businesses are not based on their gross sales, but on other factors, such as a fixed annual rate for some manufacturers and service establishments, the number of chairs for barber shops and beauty parlors, and the number of installations for vending operations. Although the figures shown on Table C-1 probably represent the bulk of retail transactions they reflect only a small part or none of the economic activity produced by the following categories of business: professional services such as doctors, lawyers, and architects; banks; building contractors and manufacturers; commercial services such as accounting, bookkeeping, real estate offices, and door-to-door sales; barber shops and beauty parlors; bars and clubs; transportation services; wholesale operations. Some of these are important activities in the Gilroy CBD as in any other viable commercial center, while others are more highly concentrated in the industrial areas or are on selected sites in residential areas.

The retail outlets of the city have been grouped under eleven headings, each closely related in terms of the character of operation or the types of products sold. The Apparel Stores category includes 13 stores, all but one of which are located within the CBD. In order to prevent disclosure of confidential information, the sales data for this single store have been consolidated with the information on Other Retail Stores. The categories used by the State Board of Equalization in its reports on taxable retail sales have been used as the basis for determining which stores should be tabulated as a group. In the case of one large store that could logically qualify under one of several headings, a crude breakdown of sales percentages was obtained from the management and the sales figures allocated to the respective groups.

The category of Business and Personal Services contains such activities as hotels, motels, garages, shoe repair shops, laundries, theaters, and small repair shops. As explained above, only those establishments that pay a license fee on the basis of their gross sales are included in this group. Of all the groups this one is probably the least inclusive in reflecting total sales volume.

TABLE C-1 COMPARISON OF GROSS RETAIL SALES BETWEEN THE CENTRAL BUSINESS DISTRICT AND THE REMAINDER OF GILROY - 1967

Source: City of Gilroy Business License

Type of Outlet	City			CBD(1)			Outside CBD		
	\$	→ %	No.of Est.	\$	← %	No.of Est.	\$	← %	No.of Est.
Apparel Stores % ↓	871,500 3.0	100	13	871,500 8.8	100	12	(2)		
General Merchandising % ↓	3,353,000 11.3	100	11	1,664,000 16.9	49.5	8	1,689,000 8.4	50.5	3
Food Stores % ↓	6,570,000 22.2	100	22	706,500 7.2	10.8	8	5,863,500 29.5	89.2	14
Packaged Liquors(3) % ↓	128,500 -	100	6	69,000 0.7	53.6	3	59,500 0.3	46.4	3
Eating & Drinking % ↓	1,772,000 6.1	100	32	453,000 4.6	25.6	14	1,319,000 6.6	74.4	18
Drugs % ↓	1,089,500 3.7	100	6	368,000 3.8	33.8	3	721,500 3.6	66.2	3
Home Furnishings & Appliances % ↓	825,500 2.8	100	14	329,000 3.4	39.9	4	496,500 2.5	60.1	10
Bldg. Material & Farm Implements % ↓	2,875,000 9.7	100	21	747,000 7.6	26.0	8	2,128,000 10.7	74.0	13
Motor Vehicle & Auto Supplies % ↓	6,797,500 23.0	100	17	1,952,500 19.9	28.7	10	4,845,000 24.4	71.3	7
Service Stations % ↓	2,524,500 8.5	100	24	891,500 9.1	35.4	6	1,633,000 8.2	64.6	18
Other Retail(4) % ↓	937,500 3.0	100	20	839,500 8.6	89.5	15	98,000 0.5	10.5	5
Total Retail % ↓	27,744,500 93.3	100	186	8,891,500 90.6	32.7	91	18,853,000 94.7	68.3	95
Business & Personal Services % ↓	1,979,000 6.7	100	52	923,500 9.4	46.6	21	1,055,500 5.3	53.4	31
Total All Outlets % ↑	29,723,500 100	100	238	9,815,000 100	33.0	112	19,908,500 100	67.0	126

(1) Selected as that part of the downtown bounded by First, Railroad Avenue, Seventh & Egleberry.

(2) Gross sales for single outlet has been combined with Other Retail to avoid disclosure of confidential information.

(3) Sales figures based only on non-alcoholic items.

(4) Includes such outlets as gift shops, florists, sporting goods, stationery and books, jewelry, candy, office supplies, and novelty stores.

When the sales figures of outlets in the CBD are compared to those located in the remainder of the city, the fact which is most immediately apparent is that the total sales volume outside the CBD is twice that within the CBD. The figures shown in Table C-1 reflect the sales in a total of 238 establishments, 112 of which are within the CBD and 126 are in other parts of Gilroy. If only those establishments which are retail in character are considered, the totals are even closer, with 91 in the CBD, and 95 outside the CBD. These data present a picture of the CBD as comprising a large number of low volume business establishments. A conclusion which might be drawn from these figures is that the downtown area of Gilroy does not at present attract sales and shoppers at a level necessary to support larger outlets.

The selectivity of establishments within the CBD becomes more apparent when the number of establishments and the sales volume of each of the eleven retail sales groups are compared between the CBD and the area outside the CBD. A comparison in the sales volume for the Apparel group cannot be shown, as explained above, but it is apparent that with 12 of the 13 establishments located within the CBD, the CBD is the pre-eminent area for this type of business. However, it is not pre-eminent in the General Merchandising category, a retail activity comprising department and variety stores that is usually associated with the CBD. Of the 11 General Merchandising outlets in Gilroy, eight are in the CBD and three are outside, but the eight within the CBD account for slightly less than half of the gross sales in this group. There are ten establishments in the CBD in the Motor Vehicle and Auto Supplies category, although this is not a traditional CBD activity, and their sales are less than half those of the seven establishments in this group outside the CBD. The orientation of the category of Eating and Drinking establishments to larger sites in outlying locations providing easy access and parking is clearly shown by the fact that the number of establishments within the CBD is only a little less than half the total number, yet the CBD establishments reflect only one-third the sales volume of those in other parts of the city. In the Other Retail group, comprising outlets such as camera stores, art and gift shops, sports equipment luggage, stationery, book, jewelry and music stores the CBD not only accounts for three-quarters of the establishments but accounts for 90 percent of the sales volume.

As stated earlier, the conclusion is an obvious one. In comparison to the areas outside, the CBD is composed of a large number of low volume businesses. Some of these serve as scarcely more than neighborhood shops for residents who live close by; others provide support for the professional offices and non-retail commercial activity which is found in the CBD. Unfortunately Table C-1 does not give the total picture of the significance of the CBD, such as the importance of its four banks, or the convenience to business and professional people of a central location. It does, however, highlight some important problems that must be solved if the present CBD is to continue to serve as the Downtown when Gilroy doubles in population, as it is projected to do within ten years.

One critical problem for Gilroy's CBD is the absence of one or more medium size department stores which could draw shoppers to the CBD. Another critical problem is the large number of establishments in the Motor Vehicle and Auto Supplies category. These may disappear when Monterey Street is superseded as the main channel for through-traffic, but their presence in the CBD tends to create an automobile-oriented activity instead of a pedestrian one. A healthy CBD is one that caters to the pedestrian, and these auto-oriented activities by their nature tend to break the facade of continuous shops that encourages window shopping. Finally, the data shown by Table C-1 reveal the substantial number of building material and farm implement establishments and food stores in the CBD. These activities are not normally considered as appropriate CBD uses, but in Gilroy they obviously have competed successfully for the space they occupy and they tend to indicate that the CBD is not attracting active bidders for ground space. The CBD should be the center of comparison goods outlets and of stores with high price tag merchandise. In this way it can achieve its function as a regional market place.

To check the validity and completeness of the data used in developing Table C-1, the figures were compared with those published by the State Board of Equalization in its regular reports on "Trade Outlets and Taxable Retail Sales in California". The latest year for which complete figures were available was 1966, but the figures for 1966 check very closely with those in Table C-1 for 1967 as the following comparison shows:

<u>Type of Outlet</u>	<u>1967 Sales</u> (From Table C-1)	<u>1966 Taxable Sales</u> (Board of Equalization)
Apparel	\$ 871,500	\$ 876,000
General Merchandise	3,353,000	3,408,000
Eating & Drinking	1,772,000	1,542,000
Home Furnishings & Appliances	825,500	933,000
Bldg. Material & Farm Implements	2,875,000	1,705,000
Motor Vehicle & Auto Supplies	6,797,500	6,567,000
Other Retail	937,500	945,000

Note: Food, Liquor, Drugs and Service Stations have not been compared since the State Board of Equalization figures for these outlets do not include non-taxable sales of food, liquor, prescription drugs and gasoline, which are reflected in Table C-1.

APPENDIX D: DEFINITIONS OF COMMERCIAL CENTERS

Neighborhood Shopping Center

Function: Provision of convenience shopping for consumables.

Trade Area: 3,000 - 20,000 people in an area served by 1 to 4 elementary schools. Often serves more than one neighborhood.

Spacing: At least one mile from other neighborhood center or community or regional center.

Site Area: 4-12 acres. Minimum of one acre.

Number of Tenants: 5-20.

Floor Area: 20,000 - 100,000 square feet. Minimum of 20,000 square feet.

Major Tenants: Supermarket, variety store, drug store.

Locational Criteria: Should be located at the intersection of a collector street and a major or minor thoroughfare, or at the intersection of two collector streets. Access should be available from both the collector streets and the thoroughfare.

Community Shopping Center

Function: Offers a mix of convenience and comparison goods, but less variety than in a regional center. Will function as a neighborhood center for population closest to it. May also serve as a location for some office uses.

Trade Area: 15,000 - 150,000 population in an area 1 to 3 miles in radius. Trade area might be likened to service area of a high school.

Spacing: At least three miles from a regional center or another community center; one mile from the nearest neighborhood center.

Site Area: 10-40 acres.

Number of Tenants: 15-50.

Floor Area: 100,000 - 300,000 square feet.

Major Tenants: Large variety or small department stores.

Locational Criteria: Usually located at intersection of major thoroughfares. Access control needed, and signalized entrances and exits usually called for.

Regional Shopping Center

Function: Offers a large variety of goods bought less frequently and usually costing more than goods offered in other centers. Plenty of opportunity for comparison shopping. Functions as a community and neighborhood center for the population closest to it.

Trade Area: 100,000 - 400,000 people within 30 minutes driving time.

Spacing: 5-10 miles apart.

Site Area: 40 - 100 acres.

Number of Tenants: 50 - 100.

Floor Area: 250,000 - 1,000,000 and more square feet.

Major Tenants: Two major department stores with more than 100,000 square feet of floor area.

Locational Criteria: Requires site having access to two or more major streets having nearby connections to an expressway or freeway. Should not be located directly on limited access highway due to problems of handling large volumes of traffic moving from high speed roadway through an interchange into center.

APPENDIX E: ASSUMED DISTRIBUTION OF RETAIL SALES AND SPACE SUPPORTABLE
BY LOCAL PURCHASES OF 1000 PERSONS - City of Gilroy

Type of Outlet	% Distribution of ^(a) Retail Expenditures	Total Retail Expenditures ^(b) \$		Proportion Spent ^(b) In Trade Area Outlets	Retail Purchases in Trade Area Outlets \$		Required Sales Per ^(a) Sq.Ft. Floor Area \$	Floor Area Supportable Sq.Ft.		Site Area Supportable ^(d) Sq.Ft.	
		Low	High		Low	High		Low	High	Low	High
Apparel	5.0	75,000	100,000	40%	30,000	40,000	65	462	615	2310	3075
General Merchandise	18.5	277,500	370,000	50	138,750	185,000	60	2313	3083	11565	15415
Food	24.5	367,500	490,000	90	330,750	441,000	125	2646	3528	13230	17640
Eating & Drinking	8.0	120,000	160,000	30	36,000	48,000	65	554	739	2770	3695
Drugs	3.8	57,000	76,000	80	45,600	60,800	65	702	935	3510	4675
Furniture, Appliances	5.0	75,000	100,000	60	45,000	60,000	45	1000	1333	5000	6665
Lumber, Hardware	3.2	48,000	64,000	75	36,000	48,000	60	600	800	3000	4000
Auto Dealers	18.7	280,500	374,000	50	140,250	187,000	125	1122	1496	5610	7480
Service Stations	7.2	108,000	144,000	60	64,800	86,400	n.a.	-	-	-	-
Other Retail	6.1	91,500	122,000	80	73,200	97,600	80	915	1220	4575	6100
Total All Establishments	100.0	1,500,000 ^(b)	2,000,000 ^(b)	62.69	940,350	1,253,800	85 ^(c)	10,314	13,749	51,570	68,745

(a) Assumptions based on National averages.

(b) 50% of Per Capita income forecasted at \$3,000 (Low) - \$4,000 (High)

(c) Derived from total in Cols. 5+6 and 8+9.

(d) Assumes that each sq.ft. of floor area requires 5 sq.ft. of site area.

APPENDIX F: STANDARDS FOR NEIGHBORHOOD PARK & RECREATION FACILITIES

	Playlot	Playground	Park	Indoor Facility
General Description	Active play area. May be provided and operated by the City, an institution, or private management. Substitutes for backyard in high density areas. May be provided by City as part of public playground, park or school.	Active play area for intensive use by children 5-15 years old. Affords limited opportunities for informal recreation for all ages.	Passive area for all ages but primarily for adults. Can be provided partially by suitable common open space provided by greenways, cluster development, etc.	Area for indoor social, cultural, educational, and recreational programs.
Minimum Acreage Per 1000 Population	40-100 sq.ft. per child	1.5 acres	1 acre	-
Desired Size	2000-10,000 sq.ft.	5 acres minimum	2 acres with playground, playfield or school. 5 acres without playground, playfield or school. Can be combined with City-wide park.	-
Age Group Served	Up to 6 years	5-15 years	All	All
Population Served	300-800	3000-5000	3000-5000	3000-5000
Service Radius	1/8 - 1/4 mile	1/4 - 1/2 mile	1/4 - 1/2 mile	1/4 - 1/2 mile
Locational Considerations	May be located in midst of higher density area or connected to a playground, neighborhood park or elementary school, in neighborhood where no or few individual yards are provided. If possible, should be sited so that no pre-school child has to cross a street.	Preferably located in conjunction with neighborhood park and connected to elementary school. When located with the school it should be cooperatively planned to serve both school and neighborhood needs.	Central to service area. Preferably in conjunction with playground and connected to elementary school.	This function is normally served by elementary school facilities.
Facilities	Simple, safe apparatus: swings, slides, sandbox, climbing apparatus, play sculpture, playhouse. Open free play area, shelter with bench for mothers, paved area for wheeled toys. Surrounded by fence, hedge, or wall.	Apparatus area for older children. Open space for informal games and play activities. Paved area for court games. Shelter house and drinking fountain. Shaded area for older people. Landscaped buffer to screen from neighborhood.	Open lawn area. Trees and shrubbery. Tables and benches for quiet games. Walks and shade area. Shelter building with game room, storage and rest rooms. Tennis courts, bocce court, horseshoes, and multipurpose, all weather court area. Playlot for pre-schoolers.	Gymnasium, auditorium, and multipurpose room.

APPENDIX G: POPULATION AND ENROLLMENT PROJECTIONS
Gilroy Unified School District

Population Projection^{a/}:

1966	1970	1975	1980	1985	1990
15,000	19,000	28,000	37,000	49,000	58,000

School Enrollment Projection^{b/}:

	April 1966	%	October 1967	1990
<u>Total Population</u>	<u>15,000</u>	<u>100</u>	(Not Available)	<u>58,000</u>
K-4 Enrollment	1,746	12.1	2,165	7,000
5-8 Enrollment	1,360	8.6	1,535	5,000
9-12 Enrollment	1,185	7.9	1,315	4,600
<u>Total Enrollment</u>	<u>4,291</u>	<u>28.6</u>	<u>5,015</u>	<u>16,600</u>

Acreage Demand Per Pupil:

K-4 (Elementary - Existing schools = 2470 pupils in 6 schools on 46.5 acres = 1.9 acres per 100 pupils. For new elementary schools of 500 pupil size, a factor of 2.0 acres per 100 pupils on 10 acre sites has been selected.

a/ Figures for 1966 through 1985 are obtained from Info, No. 229, Santa Clara County Planning Dept., September 1967. Figure for 1990 extrapolated by Duncan & Jones.

b/ School enrollment by grade division for October, 1967 was obtained from the Gilroy Unified School District. There were actually 2,470 pupils attending the six K-4 schools, but 305 of these were fifth graders. Hence the 2,470 figure has been reduced by 305 and this number added to the 1,230 fifth to eighth graders attending Brownell School. Enrollment for 5-8 and 9-12 grade divisions for 1966 were obtained from Info No. 230, Santa Clara County Planning Dept. The percent allocation between K-4 and 5-8 for 1966 was computed from the distribution between these two grade divisions for October, 1967. The percentages were then used to project the enrollment by grade division for 1990.

Acreage Demand per Pupil: (Continued)

- 508 (Intermediate) - Existing schools = 1230 pupils in one school on 18 acres = 1.5 acres per 100 pupils. For new intermediate schools of 1000-1200 size, a factor of 2 acres per 100 pupils on 20 acre sites has been selected.
- 9-12 (High) - Existing schools = 1315 pupils in one school on 32 acres = 2.4 acres per 100 pupils. For new high schools of 1500 pupil size, a factor of 3.0-3.3 acres per 100 pupils on 45-50 acre sites has been selected. (School district has already purchased one new 60 acre site.)

Number of Schools and Total Acreage Planned:

- K-4 (Elementary) - 7,000 minus 1,802* equals 5,198. At 500 pupils per school on an enrollment projection basis alone, this shows a need for 10 new elementary schools. Fourteen have been shown on the plan. The additional schools satisfy the criteria that an elementary school be situated in each neighborhood, and that the maximum walking distance from home to school be one-half mile. Together with the four existing K-4 schools within the area covered by the map, the General Plan indicates a total of 18 schools, excluding San Ysidro School. The acreage indicated includes 40 acres in existing schools plus 140 in new sites for a total of 180 acres. San Ysidro School would add 3 acres to each of these figures.
- 5-8 (Intermediate) - 5,000 minus 1,230 equals 3,770. At 1000-1200 pupils per school, three or four intermediate schools would be required by 1990. The plan shows three. It is believed that the general location of the recommended three new schools plus the existing Brownell School provides an optimum spacing to serve the projected population pattern. Should the population pattern develop differently, four new schools of smaller capacity might prove more desirable. The acreage needed for a total of four intermediate schools comprises 18 at Brownell School plus 60 for three new schools for a total of 78 acres.

* The figure of 1,802 is obtained by subtracting from 2,470 the 363 pupils in Eliot School and the 305 fifth graders in four K-4 schools.

Number of Schools and Total Acreage Planned: (Continued)

9-12 (High) - 4,600 minus 1,315 equals 3,285. This additional enrollment would require two new high schools of 1500+ pupils each, or a total of three high schools. The existing high school site of 32 acres and presently owned 60 acre site, and a new site of 50 acres comprise the total allocation of 142 acres.

Characteristics of Schools Shown on General Plan:

Characteristics	K-4	5-8	9-12	All Grades
No. of Schools: Existing	5 ^{a/}	1	1	7
New	14	3	2	19
Total	19	4	3	26
Area ^{b/} of Schools: (Acres)				
Existing	40 ^{a/}	18	32	90
New	140	60	110	310
Total	180	78	142	400
Enrollment of Schools:				
Existing	1,802 ^{a/}	1,230	1,315	4,347
New	5,198	3,770	3,285	12,253
Total	7,000	5,000	4,600	16,600

a/ Existing K-4 schools which are assumed to continue in existence in the General Plan are:

San Ysidro			
(not within map area)	3 acres	-	212 enrollment
El Roble	10 "		536 "
Glenview	10 "		503 "
Las Animas	10 "		500 "
Rucker	10 "		356 "
Total	43 acres		2107 enrollment

From this should be deducted 305 pupils in the fifth grade who it is assumed will be placed in the new 5-8 schools. Also excluded from the total are 363 pupils at Eliot School, which the Plan recommends be phased out and replaced by a more adequate facility about three blocks north of the present site.

b/ Area of schools includes school-connected recreation areas.

Acreage Shown in Table B-2, as scaled from General Plan map:

Area of School Sites developed in		
Educational Facilities:		
	Elementary	91 acres
	Intermediate	40 "
	High	78 "
		<u>209 acres</u>
Area of School Sites developed for		
Recreational Purposes:		
	All Schools*	<u>210 acres</u>
	Total Site Area	<u>419 acres</u>

The difference between the 419 acres shown here and the 400 acres shown in the table on Page 86 is due to differences in the existing site areas reported by the school district and the areas scaled from the map. In some instances, the latter figures reflect some expansion of existing sites.

* Excluding 68 acres in Gavilan College site, and 2 acres in Parochial School.

APPENDIX H: CIVIC CENTER SPACE REQUIREMENTS

At the present time the block bounded by Church Street, Sixth Street, Rosanna Street and Seventh Street is the site of the bulk of the City's administrative and public safety functions. The City offices, housing the Mayor's office, the City Administrator's and other General Government staffs, as well as the Director of Public Works and of Parks and Recreation are all accommodated within the Wheeler Auditorium building. The distribution of space, excluding hallways and utility areas, and occupancy is as follows:

	<u>Sq. Ft.</u>	<u>Occupancy</u>
Auditorium	7,700	--- *
East Room	440	---
Council Chamber	800	38 (24 public seats)
Mayor's office	144	1
General Government	1,296	8
Public Works	162	2
Parks & Recreation	180	2

Although the auditorium building contains at least 10,720 square feet of usable space, only 1,782 square feet are used for office purposes by 13 persons. This provides the relatively low average of 137 square feet of space per occupant, excluding circulation and utility areas. The General Services Administration has used a standard figure of 180 gross square feet of space per employee, while projections of 1985 space requirements in the Santa Clara County Civic Center have been made on the basis of 256 square feet per employee. In 1964-65, the Palo Alto City Hall housed 104 employees in 23,800 square feet of floor area, an average of about 230 square feet per employee.

A total force of 23 persons are housed in the adjacent Police Building, which contains 7 cells and has a total of 6,200 square feet of floor area. The building can accommodate up to 45 persons, although the entire Police Department personnel are rarely, if ever, on the premises at the same time. The building is intended to serve without additions until the city population reaches about 25,000, which may occur around 1975-1980.

The separate Courts Building contains 2,400 square feet, and four permanent personnel are employed in the building. The Court is adequate until the entire South County area it serves reaches a population in excess of 40,000. At that time it is probable that a second court would be created to assist in serving the South County area. It appears more likely that this would be constructed in the Morgan Hill area than located in an addition to the present building in Gilroy, and is likely to occur some time after 1970 when the population in the South County is expected to exceed 40,000. Depending upon the distribution of

* Occupancy limited to 999 persons or 466 for dining functions.

population within the entire South County area, it may be necessary for the Gilroy facility to be expanded after 1980-85, when the population in the Gilroy area will have exceeded the existing court's service capacity.

The city employs a total of 64 persons at the present time, including 29 who are not located in the auditorium block: 10 men at the Fire Station, 15 based at the Public Works yard, one at the Pound, and one custodian. In addition, the City attorney is not accommodated in City quarters at the present time, and one employee is on military leave. While there is not a direct and predictable relationship between population size and the number of city employees, due to differing requirements in levels of service and organizational or technological factors, this ratio remains the best available means of determining probable future staff and space needs for city administrative purposes.

The City administrator has estimated that full-time employees will increase to a total of between 89 and 92 in 1969-71, of whom 44-45 would be located in the present auditorium block. Overall this would provide about 7.25 full-time employees per 1,000 population, assuming a city population of 12,700, and a figure of about 3.55 per 1,000 for employees housed in the Civic Center. This figure excludes library employees, now under the jurisdiction of the County, the Court personnel and persons who are now or will be employed in the center by other governmental entities. A high ratio of 8.5 employees per 1,000 population has been used in Table H-1 to indicate a possible upper range.

The entire two-block area indicated on the General Plan for Civic Center use covers about 8.7 acres or about 375,000 square feet of land. About 35 percent of this area, all of it in the western block, is already developed with Wheeler Auditorium, the Police and the Courts Building, leaving about 5.6 acres or 245,000 square feet of land for expansion of existing facilities and the development of new civic center functions such as the main library, a downtown park, the post office and other additions. It is assumed within the planning period and perhaps within the next 10 years that all city offices will be removed from the present temporary quarters in the auditorium and that the Rural Fire District will vacate its site. The Court's building can expand to the South, taking in an area about equal to its present site. The Police Department can expand when necessary to the east and take over the area now used by the Rural Fire District. The southeastern corner of this block might be used for a new central Post Office or for parking.

The eastern block can accommodate the new city administration offices, the Library, and the Downtown Park. In addition to the floor and land area requirements shown in Table H-1, provision will have to be made for more adequate Council Chamber space and the parking spaces necessary for this public assembly use. Approximately 2,000 square feet of floor space should be provided for this purpose including a Council Conference Room and secretarial space. The figures in Table H-1 include the Police Department as well as City Administrative functions, and therefore cover facilities which the Downtown Plan indicates would be distributed between the two Civic Center blocks. A total of 50,000 square

feet of land should be adequate for City Administrative uses and the Council Chambers for at least the next 20 years.

The main library, according to the building program prepared in March 1967, should occupy about 15,000 square feet of floor area to meet the estimated 1975 population of 20,000 at a standard of 0.7 square feet per capita, and should be expanded to 24,000 - 25,000 square feet of floor area to serve the 1990 population estimated at 40,000. 35 to 45 parking spaces and ample landscaped areas should be provided in the first phase of development. A total of 50,000 square feet of land area should be earmarked as a minimum for the library site to accommodate a 20 year development program.

The Downtown Park should occupy at least 50 percent of the area in the eastern Civic Center block, or about two acres. It should serve as an open, landscaped area linking the Civic buildings together and providing an attractive passive recreational facility for Downtown residents, workers and shoppers.

TABLE H-1 CITY OFFICE AREA FORECASTS: 1970-1990
Gilroy Civic Center

Characteristic	1970	1975	1980	1985	1990
1. Estimated City Population	13,000	20,000	26,000	34,000	40,000
2. Total City Employees: Low	95	146	190	248	292
High	110	170	221	289	340
3. Civic Center Employees: Low	47	72	94	122	144
High	73	112	146	190	224
4. Floor Area Needs: Low	8,460	12,960	16,920	21,960	25,920
High	16,790	25,760	33,580	43,700	51,520
5. Land Area Needs: Low	18,500	29,500	37,500	48,000	57,500
High	37,000	57,000	74,000	96,000	113,500

Notes: Line 1: Estimated at about 70 percent of population forecast for Gilroy Unified School District by Santa Clara County Planning Department (Info. #229).

Line 2: Low estimate based on City Administrators forecast for 1970-71 of 7.3 employees per 1,000 population; High estimate based on 8.5 employees per 1,000 population, recognizing higher levels of service and trend of increase in city employment.

Line 3: Low Estimate assumes that half of city employees will be in Civic Center or 3.6 employees per 1,000 population at low employment range; High estimate assumes that the proportion will be two-thirds and this is applied to the high employment range from line 2, or 5.6 employees per 1,000 population.

Line 4: Low estimate based on 180 gross square feet of floor space per employee at line 3 low range; High estimate based on 230 gross square feet at line 3 high range.

Line 5: Assumes provision of one on-site parking space (360 square feet) for each 300 square feet of gross floor area, developed at grade with office floor area in single-story structures.

C124904766



2161 Shattuck Avenue / Berkeley , California 94704